

Child and Family Welfare

(Being the official organ of the Canadian Welfare Council.)

Vol. XIII

MARCH 1955

No. 5

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Published by

The Canadian Welfare Council
Council House, 245 Cooper St.,
OTTAWA, - - CANADA

PUBLICATIONS

Free to Members. Extra Copies on Request.

(Please Note: Publications marked * are now out of print).

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(Continued on inside back cover)

Frances Barnard Tessier

ON March 5th, 1938, there was laid to rest in the Belmont Cemetery at Quebec all that was mortal of Frances Barnard Tessier, one of the most gracious ladies of her generation, and from the inception of this Council, one of its warmest and most faithful friends.

At the president's request Mme. Charles Fremont, of the Advisory Committee, represented the Council at her funeral which was a remarkable testimony of love and affection from the representatives of Church and State who crowded the ancient Basilica.

Madame Tessier was bred in the old seigneurial tradition, true type of the chatelaine of New France, a woman in whom the culture and traditions of the Ancien Regime flowered in a natural grace and irresistible charm. One of the seven gifted daughters of M. Charles Barnard, she reflected in her person and her life the happiest combination of the qualities of the Anglo-Saxon and the Gaul. By birth and inheritance, Frances Barnard could have enjoyed a life of leisure and privilege. She chose, from the days of early girlhood in her natal city of Montreal, to give unstintingly of her time and resources in the service of her Church and her community. From the time of her marriage to M. Jules (later Senator) Tessier, she identified herself with every good cause in the city of Quebec, her activities and influence early embracing both its English and French-speaking citizenry and extending beyond the limits of her own city and province. While her major contribution was the founding of the Goutte de Lait, there was no good cause in the cultural, charitable, educational or religious life of the community to which her generous interest was denied.

By virtue of her husband's wide contacts (he was President of the Caisse d'Economie as well as a Senator of Canada) and her own warm intelligence and charm, Mme. Tessier had an intimate acquaintance extending from coast to coast. It was only natural that, when in 1920 the Dominion Government convened the conference from which the Canadian Council on Child Welfare (now the Canadian Welfare Council) was to emerge, she should be one of those specifically summoned to participate as representing social services in the Province of Quebec. She was elected Honorary Treasurer of the new organization, a post which she held for fifteen years, until the

death of her husband and her own ill health. In that time she saw the organization expand from a post office box number as its headquarters address and a budget of \$5,300 to the acquisition of "Council House" and its present year's disbursement of nearly \$45,000. In its growth she played a large and significant part, particularly in its emergence as one of our few national agencies, with bilingual services, staff and publications. With Dr. Helen Reid of Montreal, Mrs. Sidney Small of Toronto and Mrs. Charles Thorburn of Ottawa, she was responsible for the accumulation of the reserve fund of nearly \$9,000 which made possible the opening of full time executive offices at the end of 1925. At the time of her death she was Honourary Chairman of the French-speaking Services, having twice refused the national presidency, with characteristic modesty preferring to serve as vice-president or division chairman.

Mme. Tessier loved children and cherished the beautiful and lovely things of life and though the gentlest of women, she fought with courage and determination those forces which threatened the sanctity of the hearth, the health and wellbeing of home and family life. Nor were her efforts unavailing or without vindication in her own life-time. She lived to see many of the causes, which she had championed, well and firmly established and made effective in the life about her. Her Church and her King did her fitting honour. She wore the high decorations of a Dame of Grace of the Order of Saint John of Jerusalem and of an Officer of the Order of the British Empire, and at her obsequies Monsignor Laflamme celebrated the requiem mass, Mgs. Camillé Roy, Rector of Laval University received the body, and Abbe Adolphe Doyon of the Seminary and Abbe Richard Couture, Vicar of the Basilica, acted as deacon and sub-deacon.

The Council has lost heavily in recent years as many of those associated with its founding and early story have passed beyond the sight of men. Among those who have gone, there was none who made a rarer, finer contribution in our young growth than the courteous, wise and gracious lady, who gave so much of calm strength and kindly counsel in those days of incertitude and strain. One can but hope that something of her winsome strength and gracious understanding will pervade the structure, in whose building she had so real a part, and that the benison of her memory will go with us all our days.

Child and Family Welfare

VOL. XIII

OTTAWA, MARCH 1938

No. 6

THE CHURCH AND COMMUNITY LIFE

From July the 12th to the 26th, 1937, there met in Oxford a World Conference on Church, Community and State, which has issued official reports of continuing significance, covering Church and Community, Church and State, The Church in the Economic Order, The Church in Education, and The Universal Church and the World of Nations.*

Prefacing the findings with an introductory message, frankly and eloquently expressed, the delegates strike the note of all their conclusions in three simple sentences :

"We meet at a time when mankind is oppressed with perplexity and fear. Men are burdened with evils almost insupportable and with problems apparently insoluble. Even in countries which are at peace unemployment and malnutrition sap men's strength of body, mind and spirit yet we do not take up our task as bewildered citizens of our several nations, asking if anywhere there is a clue to our problems; we take it up as Christians, to whom is committed 'the word of reconciliation,' that 'God was in Christ reconciling the world unto himself.' "

The Church and Community

In the section dealing with the Church and Community, the report states with pitiful truth that: "Traditional pieties and loyalties and standards of conduct have lost their unquestioned authority; no new ones have taken their place. As a result, the community life of mankind has been thrown into confusion and disintegration. Though more marked in some sections of mankind than in others these facts are in some measure universal. This social disunity is reflected in the life of the individual man or woman, whose personal destiny is largely bound up with his relation to the community. When society 'goes to pieces' the individual tends also to 'go to pieces' in suffering, frustration and a baffled sense of the futility and meaninglessness of his existence."

* The official report is available at 25c per copy from the Board of Social Service and Evangelism of the United Church of Canada, 299 Queen Street West, Toronto.

The Conference calls on the Church, claiming that it is under obligation to proclaim the truth that the disintegration of society has one root cause. "Human life is falling to pieces because it has tried to organize itself into unity on a secularistic and humanistic basis without any reference to the divine will and power above and beyond itself. It has sought to be self-sufficient, a law unto itself."

In the way of practical suggestions, the Conference felt that every local congregation of any faith, should realize "at any cost in its own self that unity, transcending all differences and barriers of class, social status, race and nation, which we believe the Holy Spirit can and will create in those who are ready to be led by Him."

To all Christians, the Conference claimed, there was a call "to a more passionate and costly concern for the outcast, the underprivileged, the persecuted and the despised in the community and beyond the community."

More specifically, the Conference claims that the call to the Church is "to extend its concern to the particular areas of life where existing conditions continuously undo its work and thwart the will of God for his children—conditions such as misunderstanding between old and young, tension between men and women, health, housing, un-employment, recreation, in both their distinctive rural and urban forms. Thus the church seeks to express God's concern for every man in his own neighborhood and vocation."

These responsibilities, if assumed, would lay upon members of the Christian Church, in the opinion of the Conference, the obligation of undertaking responsibilities in local and national governments.

The Church and the Economic Order

Seeking the interpretation of the Church's responsibility in relation to the economic order, the Conference emphasizes the obligation of the Christian to love his neighbours as himself. The acceptance of this obligation necessarily involves the Church in establishing some ultimate standard of Christian conduct. The report suggests that the relative standard by which all social arrangements and institutions, all economic structures and political systems should be tested is the principle of justice. In a splendid sentence, the Report states, "Justice does not demand that the self sacrifice itself completely for the neighbor's good, but seeks to define and to maintain the good which each member of the community may rightfully claim in the harmony of the whole."

Modern industrial and technological development, the Report states, is in part an outcome of the system of free enterprise. This

industrial development for the first time in history has brought all parts of the world into interdependence with one another. It has made the idea of the unity of mankind a fact of common experience. There was a belief, the Report states, that the development of the new economic order would "not only improve the material conditions of life but would also establish social justice", a belief largely discredited to-day.

"The same forces which have produced material progress have often enhanced inequalities, created permanent insecurity and subjected all members of modern society to the domination of so-called independent economic 'laws'. The competitive superiority of large-scale production has gone far to destroy the old traditional society of craftsmen and farmers and thereby has created a society which is characterized in many countries by the concentration of wealth on the one hand and the existence of large urban masses on the other. The progressive mechanization of industry has periodically thrown large numbers of workers into long periods of unemployment. The cycle of industrial fluctuations has caused a tremendous waste of productive power and, in consequence, 'poverty in the midst of plenty'.

"At the same time the human side of economic life has been profoundly affected. Broadly speaking, capitalistic production has not escaped the danger of treating human labor as a commodity to be bought at the lowest possible price and to be utilized to the greatest possible extent. The predominance of the profit motive has tended to deprive the worker of the social meaning of his work and has encouraged hostility between the members of different groups in their economic relationships. . . .

"The World War and its economic consequences have accelerated and accentuated these tendencies, not only within the economy of particular nations but also in the relationship of state to state. As the former outlets for economic expansion have become progressively more narrow, the fundamental tensions of the capitalistic economic order are becoming increasingly manifest to our generation. The older tendency toward free competition remains a factor in all Western nations and contends against the new tendency toward monopoly and state control. . . .

"While the agrarian population participated in the benefits of capitalistic expansion in the latter nineteenth century, the recent mechanization of agricultural production has also drawn predominantly agrarian areas in many parts of the world into a rapid process of transformation."

Facing all these situations, the Reports states that the Christian Church has inescapable responsibilities. There are great

potentialities for good in the economic order, the Report emphasizes. "Situations vary in different parts of the world but in many countries it already seems possible, through the full utilization of the resources of the new technology and through the release of human productive power, to remove the kind of poverty which is crippling to human personality. There is a sense in which poverty is a relative matter and hence in any situation would be present in some form; but we are thinking of the poverty which would be regarded in any age as denying the physical necessities of life. The abolition of such poverty now seems to depend on the human organization of economic life, rather than on factors given in nature or on what might be called the inevitable constitution of every economic order. But the possibility of economic 'plenty' has this moral importance, that to an increasing extent it makes the persistence of poverty a matter for which men are morally responsible."

Factors Challenging the Christian Standard

Developing its thesis from this point that the Church's responsibility rests primarily on those challenges in the economic order arising from the moral and spiritual nature of man, the Conference asks for recognition of the danger in a subtle disintegration of the quality of society if there is progressive "enhancement of acquisitiveness". The second factor which challenges the conscience of Christians is the "existence of disparities of economic circumstance on a scale which differs from country to country, but in some is shocking, in all considerable". The incredible inequality in the distribution of production may become a social arrangement "which outrages the dignity of man by treating some men as ends and others as means". These inequalities, it is the Church's responsibility to recognize and to strive to remedy.

A third factor "repugnant to the Christian conscience" is the "irresponsible possession of economic power". Economic autocracy, the Report states, tends to create in those who wield such authority, dictatorial temper, and in those over whom it is exercised, a "servility destructive of human dignity."

The fourth challenge to the Christian conscience is found in a "profound conflict" which so often arises between what the Christian feels is his duty in his daily work, and the actual kind of work which he finds himself forced to do. The necessary employment of the worker with a direct consciousness only of a profit motive and with only an indirect consciousness of any public good; the occupation of workers in the production of goods known to be below standard; the extreme insecurity arising from the fear of unemployment,—all

these tend to empty the worker's life of any meaning and to frustrate the sense of vocation which is part of the Christian heritage.

The Practical Application of a Christian Religion

"Christianity", the Report points out, "is emphatically a social religion". "It insists that the only life in which human beings can find peace and happiness is that of service and self-sacrifice". Therefore, the Christian Church must concern itself with these phases of the social or economic order which operate in continual defiance of the living of life in such accords.

"Within terms of the present system, the various proposals may be generally reduced to two: (a) Those which look toward exerting a greater degree of social and political control upon, and demanding a greater degree of social responsibility from, the holders of great economic power. (b) Those which seek to equalize the inequalities of economic society by heavy taxation on the one hand and by social legislation on the other. Every modern industrial nation has adopted these two social policies to a greater or less degree. A third policy, that of seeking to prevent the centralization of power by government destruction of monopoly and by government support of small farmers, small traders, etc., is less popular in all industrial nations than it was some decades ago. All these policies point to a recognition that the chief dangers of a system of private enterprise are irresponsible power and inequality."

The Report then continues to examine the advocacy of social ownership and wisely concludes that many of the proposals for social ownership of resources, money and credit, etc. "involve technical issues upon which technical evidence varies, and it is therefore impossible to claim a moral obligation in support of any of them. . . . Such a question involves technical problems on which Christians as Christians are not competent to pronounce."

The fellowship of the Christian Church offers the hope of transcending "differences of judgment and divergences of action in relation to the concrete economic situation." If the conflicting elements of the social order would recognize their common fellowship "in social as well as in personal terms", this "would itself be a great constructive contribution toward moderating the bitterness of the struggle between social groups".

C. W.

GETTING DOWN TO BRASS TACKS IN COMMUNITY PLANNING FOR LEISURE TIME

WILLIAM R. COOK, National Council, Y.M.C.A. *

When is Spare Time Leisure?

Leisure is not only time in which an individual is free to choose what he will do with his personal energy. Thousands have at their disposal all the time there is—twenty-four hours a day—and yet have no leisure in any proper sense of the word. For leisure is time enjoyed; not time suffered or endured. Leisure lightens life and gives it beauty. Unemployed or unoccupied time burdens life. To "set and think" may be leisure, but to have nothing to do but "just to set" is discouragement, hopelessness, apathy, death.

Many are those who, during the past few years, have discarded the concept of Heaven as merely a state of blissful ease with nothing to do, and have put another label on such a state—a one syllable label with the same initial letter, but one that would not pass the censor.

Leisure is also a state of mind, an attitude to life, an expenditure of human energy which can only flourish when other dimensions than time alone are realized and operate together to release creative life. Economic security is one of its concomitants. Unemployment brings time to people, but time that may be a curse and not a blessing. Social security is another essential to true leisure. The consciousness of separation from one's fellows engenders strife against the assumptions and ostentations of superiority and of exclusiveness on the part of merely fortunate persons or classes. As Andre Malraux recently has pointed out, the power to hate, which might be directed toward the conquest of nature for the benefit of man and the development of unity and fellowship, is directed toward the conquest and destruction of fellowmen and consequently against the fundamental solidarity of mankind. And there is another condition to real leisure—personal awareness of one's place in the universe, of some relationship to it in which the self can find its own unique stimulus, response and expression, through the fullest use of its powers of knowing, feeling, choosing, doing and reviewing.

The Community's Responsibility

So that for the community which would plan effectively for leisure time it would seem as if time, as such, is the last thing

* Adaptation of a paper presented at Community Planning Section of Canadian Conference on Social Work, June 3, 1937.

about which to be concerned. Upon the community, which is responsible for the entry of souls into the world with no choice in the matter, inescapably rests the responsibility of providing them with the opportunities, the means, and the incentives to transform an existence which already has breath and time into a life full of usefulness and happiness.

If, however, the community will not,—or at present cannot,—provide economic security for all, through employment at decent wages, social security in worthy loyalties to society and in a consciousness of place and value in the universe, then, surely, it is faced, at least with the moral responsibility of providing interesting and creative occupation for enforced idle time. Either the community must do this, especially for its young people, or else expect—and pay for—loss of morale, early unemployability and, in many cases, crime. Idleness is a potent factor in breaking down character. Mere idleness rusts and destroys men as it does machines. If we cannot provide vocational occupation we must provide avocational occupation, opportunities and encouragement for the wholesome employment of mental and physical faculties. We cannot let young men and women rot.

And the community is not some strange mythical super-organism, apart from us. It is not the indefinite "they" nor the impersonal "it" of common reference. It is we. It is not the municipality, the corporation, the taxpayers, the paid public servants, the workers nor the employers; it is every one of them and all of us. That is why social agencies and social workers, public and private, are alike interested, concerned and responsible in the community's assumption of responsibility for the planning of leisure time.

A Complex Problem

The provision of opportunities and incentives for the recreative use of leisure time is neither a simple task nor a transitory obligation. No one simple solution will meet the situation; it will demand constant study and effort.

Questions arise of individual interest and need, of home life and training, of purchasing power, of education and religion, of employment, of housing, wherever the problem of vitalizing leisure time arises. The functions of institutions and agencies and their relationships and cooperation with one another and with the community are involved. Administration of the undertaking, its co-ordination, with other services; the kind and amount of facilities and equipment reasonably to be expected of the municipality; the relationship of local to national responsibility

for planning and implementing programmes; and most of all, adequate leadership, are all elements in a complex problem.

The problem of constructive use of idle time is not a temporary or an emergency one. It has come to stay. Even though so called prosperity return to previous levels, the increased use of power and automatic machinery, together with rationalized methods of mass production, means either that the hours of labour for those who work will be reduced still further or that proportionately fewer persons will be employed. In either case the amount of spare time at the disposal of people in all walks of life, will be increased very greatly.

Some Basic Principles

The encouragement of active participation in recreative spare time occupations by all classes, and particularly by the youth group, is a present and future responsibility of the community, ranking in importance with the social obligations, already accepted for the education of children, or for the protection of public health.

Recreation is more than mere amusement or entertainment. It is more than sport. The occupation of leisure should include opportunities for the pursuit of knowledge, the appreciation and enjoyment of beauty in art, music, drama, literature, and nature, and the expression of creative powers through co-operative activities and individual hobbies.

To take but one example,—the problem of recreation for unemployed youth is the problem of recreation for everyone in the community. Unemployed youths must not be regarded as forming a separate class of under-privileged persons, different from and apart from other people.

The organization of facilities and resources so as to make them known and easily usable by all sections of the community, is more desirable from every point of view than the organization or regimentation of youth into fixed schemes or plans of highly organized and standardized recreation.

Sympathetic, trained, competent personnel is as necessary for recreation leadership in the community and especially among youth groups as it is for the teaching profession.

Is Our Most Strategic Group Neglected?

The large number who are young people under twenty-five of those who become an expense to the community, as offenders against laws and as inmates of reformatories and penal institutions, draws attention to the importance of preventive effort with young

people. It is well known that recent revolutionary movements throughout the world have recognized and exploited the potential power for social change which youth possesses. This age group is the strategic mass group in the world today. But it is not only because it is economical and safe to conserve a source of future good citizenship that society is concerned about it. It is also because as individuals, each one in the group appeals to us individually—he or she calls for help in tackling the baffling tasks of finding a job and making a living, of finding the means on which to marry and establish a home, of knowing what attitudes to take on public questions, and of finding ways to enjoy and not merely to endure or suffer spare time.

The community provides many and excellent opportunities for recreation for its younger members. Sunday Schools, Boy Scouts and Girl Guides, Public and Secondary Schools, various semi-public agencies, like the Y.M.C.A. and Y.W.C.A., and the Service Clubs, feel responsibility and undertake various forms of service on behalf of boys and girls. A canvass of public schools in Toronto by the Big Brother Movement, found 68.8% of boys in Junior 3rd to Senior 4th forms connected with groups or clubs or one kind or another. Contrasted with this is the statement of the Toronto office of the Provincial Employment Offices, that of over 3,000 un-employed young men registered by them in May 1935 only 44% claimed membership affiliation with any athletic, social, religious or recreational group.

The number of young men and women 17 to 19 years of age (inclusive) arrested in Toronto for criminal offences in 1934 was more than double what it was in 1927, while during the same period offences by those in the next age group showed a drop as did the number of juvenile delinquents.

The schools are not responsible for the welfare of young people above the school age. The playgrounds appeal only to younger children. *No public agency is concentrating on this youth group.* What is done is being done through private initiative by religious and social welfare, semi-private and private agencies.

Special Characteristics of Youth Recreation

Young people, of the ages we are considering, ask for different treatment and different activities from their younger brothers and sisters. They seek certain requisites :

Self determination and self-direction. They want, themselves, to carry the responsibility of deciding what they will do and not do, of managing their own individual group and organization

affairs, of developing will and skill in individual group and organization cooperation with others.

Leadership—At the same time they call eagerly for understanding, sympathetic leadership, which will share its experience, its knowledge and its skills with them without seeking to force its doctrines and its values upon them. They will not be driven: they will be led.

Social Recreations—Young people ask for opportunities for both sexes to do things together. They naturally want more recreations in which both join. They prefer them under wholesome surroundings and helpful auspices. But lacking this best many must take what offers or none at all.

Some General Recreation Trends

Some of the present trends in the use of Leisure Time, as indicated by observation and in reports by various organizations and institutions, reveal several types of recreation and afford dependable leads for those who would offer attractive leisure activities to groups and organizations.

Competitive athletic sports are still the first approach to the interest and participation of most young people with exuberant physical energy to expend. For those who, through unemployment, have lost morale, however, the first approach to such activity is likely to be one of watching rather than participating.

Social Recreations. Active group recreations which employ music and rhythm and which emphasize person and group-consciousness, as distinguished from sex-consciousness, are increasing in popularity. The popularity of the square dance, singing games and folk dances is an indication of this trend.

Aesthetic and Cultural Interests. There is a very pronounced development of interest in art, music, literature, drama, and other so-called cultural pursuits, not only from the point of view of awareness, appreciation and enjoyment, but also of creative self-expression.

The Cultivation of the Mind. The patronage of public libraries as indicated by their reports, is very greatly increased. The circulation of non-fiction books is growing faster than of books of fiction. The interest lies in biography, science, travel, letters, sociology, economics, philosophy, etc.

Handicrafts. One of the most spontaneous responses has been to opportunity for self-expression through "making things". Many organizations are devoting space, equipment and leadership to handicraft activities.

Travel. Not only is the nomadic spirit finding expression as never before, particularly with young people, as indicated by the growth of the "hitch-hiking" method of travel, and the co-operative use by small groups of "the old car" for vacation jaunts, but nature hikes and explorations and observations of industrial plants and historic points are increasingly popular.

Public Service. Training for voluntary participation in the common struggle for a better life apparently is a form of leisure occupation which is growing in appeal and response. The widespread growth of public speaking classes, current events study groups, and of organizations for community betterment of many kinds is one of the trends in the occupation of leisure which holds much promise.

A study made in five Ontario towns indicated that the ten recreations in which most young people would like to engage, or to enlarge their participation, if possible, ranked in order as Playing Tennis; Swimming; Camping; Skiing and Snowshoeing; Boating; Playing Golf; Hiking; Skating; Motor Camping; Auto Riding.

It is to be noted that the first six in popularity require money for equipment or fees, as do the last three. Only one does not,—hiking.

Planning the Leisure Time Programme

Obviously one of the very necessary bases of planning is knowledge of conditions and resources. A survey of youth and recreation problems, made in Toronto,* offers suggestions as to our approach and illustrates some of the directions which constructive planning might follow in each community.

Using the Schools. If wholesome recreation under good surroundings is to be made available to the largest possible number of the youth public, it is suggested that permits for the use of school rooms and equipment, (in so far as these are not required for school children during school hours) be granted free, as they now are for access to other publicly owned recreation facilities, such as hockey rinks, tennis courts and picnic grounds. For instance, the average large community, through its parks or similar department, now provides equipment for such recreations as baseball and hockey, at a necessary cost for water, light, flooding, erecting hockey cushions, and caretaking. No charge is made to individual users or groups for the use of these facilities, the cost of which is recognized as a legitimate charge on the community.

* The initiation of this survey itself is interesting. At the request of a voluntary committee of citizens it was authorized by the Board of Control of the city, and a small subsidy was granted. It was conducted by a voluntary committee of social workers and its findings approved by a group of representatives of social agencies with the result that steps are now under way to give effect to some of its chief recommendations, from which the suggestions in this article are, in large part, drawn.

To test the use of school equipment and personnel for *Neighborhood Recreation Centres* for youth groups, it is suggested that a small sum of money, sufficient for at least a half dozen centres, should be placed at the disposal of local educational authorities with the request that they undertake this work. Some municipalities, through the boards of Education, have been providing school playgrounds and play equipment on certain school properties for the use of children of school age during the summer months. Qualified persons have been provided primarily to supervise (rather than to promote) activities from the point of view of the safety and spontaneous play interests of the children, generally one supervisor to a playground. There has been no attempt to train children in formal recreation skills. No competitive, inter-playground activities have been promoted, as it has not been felt that the children under thirteen benefit by competitive activities. The cost per playground in Toronto has been about \$6. a day extending into the evening hours until dark.

At the present time recreation for young people, out of school or above school age, is not regarded as the responsibility of the schools yet most of our unemployed young men and women are former school students as are most of all the young people of today, who are interested in low cost, accessible recreation. To attract young people to informal educational, spare time recreations, we require a place and equipment. The services of persons known to them and enjoying their confidence, such as many of their former teachers, are necessary if their confidence is to be gained. But with this assured there is no doubt that many would be interested and would take advantage of such opportunities. Many of our school buildings could be used successfully as neighbourhood recreation centres in this way. The operation of such a recreation centre, twice a week in an existing school building containing appropriate equipment, could be done at a cost of approximately \$10. per week for supervision.

Listing the Community's Resources. To keep the public acquainted with available recreation facilities and activities, it is suggested that an *Inventory of Recreation Resources*, public and semi-public, should be made annually in the average community and given wide circulation among all classes of the population in booklet or newspaper or such other form as would be most inexpensive and effective. Most individuals do not want to have their leisure organized for them by anyone else. They do not want to be told what to do or when to do it. But they do welcome information about the opportunities among which they might choose; as to how they could learn to do the things that appeal

to them, and how they may improve their skills in their favourite forms of recreation.

Public Subsidy to Sound Recreation Leadership. To encourage the training of leaders for recreation activities, *the principle of giving civic aid to worthy recreation leadership training projects should be approved*, the form and amount of such grants to be determined from time to time as may be found most practical and desirable, in communities of differing type and size.

Every agency consulted about youth recreation emphasizes the vital importance of wise capable leadership. The standards for leaders must be high. Youth group-work is a form of education, of youth and adult education, which uses recreational methods and requires a high grade of trained and sympathetic leadership. "To bring together people of different tastes and backgrounds into that easy and friendly association which is likely to produce later self-organized and self-directed group activities requires a special kind of leadership. Such leaders need not only experience in organizing, but also, ability to analyse the needs of the group or community, and the power to express those needs in creative activity which is related rather to the immediate environment than to any preconceived program or curriculum".

One of our foremost needs is some well planned means of training for recreation group leaders, both paid and voluntary. One organization after consultation with representatives of social, religious, educational, civic and governmental agencies organized and conducted an experimental school for professional and voluntary recreation leaders. The response—over 300 enrolled in a seven weeks course from over 80 groups and organizations—indicated the need and desire for this kind of service. Such projects should be encouraged and, if necessary, assisted.

Essentials in Leadership Training

* Any plan for the general training and recognition of leaders for recreation group-work should include :

- (a) The development of high standards of competence among professional workers.
- (b) Action to enlist, train, coach and counsel voluntary workers, leaders and directors of recreational activities, for organizations, institutions, agencies and groups.
- (c) Some type of certification for trained voluntary leaders and workers who attain certain standards.

Two specific suggestions have been advanced regarding the training of leaders and supervisors for youth group activities. They are :

- (a) That public aid should be given to approved schools or institutions for training in recreation leadership.
- (b) That the application of cash relief should be extended to competent but otherwise unemployed specialists for supervision or leadership of approved leisure occupations or recreations.

The Relation of Gainful Occupation to Idle Youth

To build up an intelligent public appreciation of the problem of youth and recreation in relation to unemployment, it is necessary to recognize as vitally important information, the *Reporting and Recording of those leaving Schools* to seek gainful occupation at least annually.

It is obvious that intelligent planning for anything depends on accurate knowledge of the facts. Without accurate knowledge of the extent and causes of unemployment among young people, for instance, it is impossible to make constructive plans either for remedy or amelioration. It seems impossible to get accurate knowledge about unemployment. No one knows how much there is. We do not have compulsory registration of the unemployed. The numbers who leave school and are candidates for gainful occupation are not reported by the schools and are not on record in many communities.

Finance, Commerce, and Industry, find that it pays in dollars and cents to maintain research departments. Statistical information forms the basis of wise planning and action. The Dominion Government maintains a Bureau of Statistics, and it has long been recognized as an essential service but among most of our civic departments and services and semi-public social welfare agencies, there are few evidences of agreement and co-operation in the gathering and pooling of useful statistical information. No two general agencies recognize the same areas for administration or for statistical reports and tabulations, in the recreation programme of the average city.

Provision should be made for a full and comprehensive research survey of the conditions of youth with respect to recreation, crime, education, employment, housing, financial status or any other matters that affect the position and welfare of the young people in any community, contemplating the development of an inclusive recreation service.

The Community Background

Recreation alone would not solve all our problems. The opinion of thoughtful observers is that it is just one salient of

many that must be taken to make any community safe for all youth. Certain kinds of environment breed certain kinds of persons. There is ample evidence to show that delinquents tend to become normal citizens when removed from the environment that produced them, and that normal persons tend to become delinquent when moved into an area of delinquency.

The education of personality for good citizenship is a governing principle in the administration of our juvenile delinquency services. The resources of science in mental hygiene, psychiatry and sociology, are provided to, and are at the disposal of our courts in the larger cities for investigation, study, consultation, and advice. The resources of religious, educational, recreational, social and group-work agencies are drawn upon for treatment. Results in the preservation of individual personality and social health have amply justified this policy and it has actually saved the community money. Surely, comparable facilities should be regarded as a community obligation in the prevention of delinquency.

Recreation opportunities, contributing to such ends might well envisage the provision of free meeting places for social recreations for neighborhood groups of young people such as are now available for sport and athletic facilities : the extension into unoccupied, needy neighborhoods of Public Library services, at least on certain days and hours : the provision of sports equipment by the municipality, for use by responsible groups on the same principle as is already in operation in many places in the provision of playgrounds and facilities, books and reading material: the provision by the municipality of work shop facilities and equipment for handicraft and hobby leisure occupations; and the development of neighborhood recreation centres.

In short and in conclusion, we have come to the day in our social development, when the leisure time of the people must be the concern of nothing short of the community as a whole and recognized as part of its essential welfare and educational needs.

* * *

COUNCIL PUBLICATIONS ON LEISURE TIME SERVICES

Attention is directed to the Canadian Welfare Council's series of twelve pamphlets on organizing community services for the use of leisure time. A pamphlet on the Organization of Community Gardens is also available.

OUR NEIGHBOUR'S MOTHERS

IN the United States, as in Canada, the continuing high maternal mortality rate, and the failure of the neo-natal death rate and the still-birth rate to move downwards as effectively as the infant mortality rate, have been causing grave concern. Under the Social Security legislation, substantial funds were provided by the Federal Government for payment, under the supervision of the Children's Bureau, of grants-in-aid to the different states developing special maternal and infant welfare programmes, approved by the Bureau.

In January 1938 Miss Katharine Lenroot, Chief of the Children's Bureau, summoned a Conference on "Better Care for Mothers and Babies", in the convening of which a Conference Planning Committee, representing 46 organizations, was associated. The chairman of the Conference Committee was Mrs. J. K. Pettengill, with Dr. Fred L. Adair, chairman of the American Committee on Maternal Welfare, as vice-chairman, and Mrs. Nathan Straus, of the National Council of Jewish Women, as secretary. National organizations, professional associations, health and social agencies, federal, state, and local health and welfare authorities, and many others, actively concerned with problems in maternal and infant care, participated in the meeting, which was officially described as called "to consider the existing resources for the care of mothers and newborn infants in the United States, the extent to which maternal and infant mortality may be reduced, the measures successfully undertaken in certain localities and among certain groups, and the ways by which such services may be made everywhere available".

Incidentally, the Conference recommended a continuing committee* to act as a clearing house for the participating agencies, to provide material for study, and generally to assist in arousing public interest in the whole question of better care for mothers and babies. The Committee may also consider the study of legislation essential to such objectives, and when it has been prepared, provide a means through which proponents of it may make their support effective.

Extent of Problem

The extent of the problem in the United States is indicated by the fact that a birth occurs in at least 2,000,000 families each year, and that in 150,000 of these, either the mother dies or the infant dies before or shortly after birth. Each year more than 14,000 women in the United States die from causes connected with childbirth.

* This has since been set up, in form and programme almost identical with the plan of the Division on Maternal and Child Hygiene of the Canadian Welfare Council.

and more than 75,000 infants are stillborn, while 69,000 die in the first month of life. The mothers who die annually, it is estimated, leave at least 35,000 children motherless.

Births in Canada run about 220,000 annually, the average having dropped from 236,520 in the period from 1926 to 1930, to 228,352 in the period from 1931 to 1935, and continuing to drop, though slowly, in the last years for which information is available.

We lose anywhere from 1100 to 1250 mothers annually, while our stillbirths average from 6,350 to 7,000, and the number of babies who die in the first month of life may run from 7400 to 8,000 each year over a period of time. Canada has been facing a lowered birth rate (20 per 1,000 of the population in 1936, compared with 24.1 in 1926-30 and 21.4 in 1931-35), and our maternal death rate has shown little substantial reduction. From 1926 to 1930 it averaged 5.7 per 1,000 live births, and dropped to 5.1 for 1931 to 1935. While 1935 was a good year, with the rate at 4.9, the rate for 1936 - 37 will in all probability be higher than the average for the five-year period from 1931 to 1935. Our stillbirth rate remains in the neighbourhood of 2.8 to 2.9% of total births, a very slight reduction from the 3.1 of 1926 - 30. Our neo-natal deaths have, however, shown considerable improvement, undoubtedly due to our more effective prenatal education, the rate for 1931 - 35 averaging 37 per 1,000 live births as against 45 in the preceding five years, and dropping to 34 in 1936. Of course, it is in infant mortality that our real progress has been achieved, our average for 1931 - 35 being 75 deaths per 1,000 live births, and the figure for 1936 dropping to 66 as compared with an average of 93 per 1,000 live births in the years 1926 - 1930.

Maternal Deaths

The findings of the United States Conference compare with those in the Canadian Welfare Council's report, "Need Our Mothers Die?", recording little reduction in the maternal mortality rate during the past generation, for though the death rate from the toxæmias of pregnancy has shown a tendency to decline, there has been no comparable reduction in the death rate from infection or haemorrhage in the country at large. The conclusions of the United States study are largely those of the Canadian report, that after a careful evaluation of the causes of death of individual mothers, one-half to two-thirds of these deaths must be considered as preventable. The United States findings assign one-half of the total loss of infant life in the first year to deaths in the first month, one-half of the latter being the deaths of premature infants. There has been no decline in the mortality on the first day after birth.

Therefore, the United States conclusions are inescapable and compare almost identically with similar ones in Canada, namely, that least progress has been made in maternal mortality and in the saving of infant life in the period in which its loss is associated with the complications of pregnancy and child birth and the conditions of early infancy.

The report of the Findings Committee of the conference stated unequivocally that the application of existing medical knowledge and professional skill could save the lives of mothers and babies, but that this involves the organization of community resources, both public and voluntary, if such knowledge and skill are to be made available when needed.

Education and care prior to marriage, the Conference findings state, will help to safeguard the mother later in life, and add:

"Good prenatal care will reduce the deaths of mothers from toxæmia and will mean fewer deaths of infants.

Adequate preconceptional and prenatal treatment of syphilis will improve the mother's condition and prevent syphilis in the child.

Prevention of premature birth will measurably reduce the risk to the infant's life and improve his chance for normal development.

The opportunity for prenatal supervision prepares the physician to deal intelligently with conditions of birth.

Good medical and nursing care and good technique at the time of delivery and the opportunity for good hospital care when needed will to a large extent prevent or control sepsis and haemorrhage which endanger the life of the mother.

Skilful care at birth will increase the child's chance to live and develop normally and will to a large extent prevent injuries which result in serious handicaps.

Breast feeding and the continuance of careful supervision throughout the neonatal period, especially for infants prematurely born, will further decrease infant mortality.

Adequate postpartum care and follow-up care of the mother will protect her from unnecessary disability and even death. It will also enable her to nurse and give better care to her baby."

Related Social Problems

The relation of social problems and of adequate welfare, as well as purely health services, to the development of maternal and infant protection runs through the findings of the Conference Committee. It

is estimated that more than one-third of the births occurring annually in the United States are in families on relief or with total incomes, including home produce, of less than \$750.00 a year. Only 14% of all live births in the United States in 1935 occurred in the six wealthiest states, which received 27% of the total income, while an equal percentage occur in the six poorest states, receiving only 5% of the total income. For every 1,000 adults of employable age, (20 to 64), in the urban areas of the United States, there were found to be only 26 children under one year of age but there were 38 in rural non-farm areas and 45 in actual farm areas. In New York State, in the nine counties considered as having the lowest planes of living, the average birth rate was 19.4 per 1,000 population, while the sixteen counties with the highest levels of living had a birth rate of 17.1 and similar statistics in different states indicated that the highest birth rates generally prevailed in the areas where economic conditions were least favourable.*

Community Services

In the general discussion of the problem, much attention was given to the inadequacy of medical and nursing care. While facilities for prenatal care have been expanding steadily, both in private practice and through prenatal clinics (a development reflected in the reduction of toxæmia deaths), many women still have no prenatal care whatever and others quite inadequate care. Many communities, through public and private effort, assure a physician's care and hospital accommodation for mother and child at birth, but where the family is not able to pay itself for such care, there is on the whole, no broad assurance on a national scale that medical and nursing care can be made available either in the home or hospital for mothers in needy families.

As one result, fully one-quarter of a million women—over 10% of the total—were delivered in 1936 without the advantage of a physician's care, and more than 15,000 had no care whatever except that of family or neighbours. In the great majority of the 1,000,000 births which were attended in the home by a physician in the year, there was no nursing aid to care for mother or child. Facilities for hospital care were found to be lacking or at a minimum in many communities, while about 10% of the births in the United States take place in families living at least thirty miles from a hospital and in areas in which transportation conditions make it impracticable to move the mother to a hospital in case of an emergency. Because of this and the inability of families to pay, many hospitals serving rural areas and small cities find that their maternity facilities are

* Figures in this paragraph taken from statistics of 1930, unless otherwise stated.

not used to capacity. There is quite definitely a trend to hospital delivery in the urban areas, 72% of births in urban areas occurring in hospitals but only 14% of births in rural areas.

The number of nurses in rural areas was found to be far below the number necessary for reasonably good maternity care, while there were too few general medical practitioners to serve the population in some areas, and in many more, far too few specialists in obstetrics and pediatrics. The Conference felt that opportunities which would enable medical students, physicians, and nurses, both student and graduate, to keep fully abreast of current medical knowledge for the care of mother and child were quite insufficient.

While facing the facts of these inadequacies and problems, it was felt, however, that during the last thirty years there had been a decided advance in medical research bearing on maternity and early infancy, in the education of physicians and nurses in the care of mother and child, in public health education for promoting better maternal and infant hygiene, and generally, in the provision of facilities for care.

Essentials to Further Progress

If the lives and health of mothers and newborn infants are to be preserved, the Conference Committee felt that certain *sine qua nons* were necessary: the assurance of prospective mothers being well informed and provided with proper food and rest, and living under propitious conditions of home life; education and co-operation of the father in the mother's observation of good health measures and precautions; adequate dental, mental and nursing supervision and care during the prenatal period, at the time of birth, and in the immediate neo-natal and postnatal periods; assurance of breast feeding, followed by proper and sufficient food and in an environment kept free from infection; periodic examination of the infant by a properly qualified physician; assurance of hospital care when treatment cannot be available in the home, both for the mother and for the child; similar assurance of hospital care when either the medical needs or inadequacy of home facilities suggest it; and at all times, assurance of consultation services of specialists as needed.

Mapping out a plan of action, the Committee outlines certain principles and objectives for nation-wide attainment. These objectives, it was felt, should assure full opportunity for practical instruction in obstetrics and in the care of the newborn infant for under-graduate students in medical schools, for physicians resident in hospitals, and periodically for practising physicians; and also for the student nurse, and at recurrent intervals for the graduate nurse or the public health nurse working in the field of maternity nursing, whether in private or public service.

Objectives in the individual community, it was suggested, should include supervision of the mother throughout pregnancy by a qualified local physician aided by a public health nurse; care at delivery by the same physician aided by a trained and experienced nurse; such care to be given in the home or in an approved hospital properly equipped for the service; immediate after-care and post-natal medical and nursing supervision in the hospital and home. Where the circumstances so indicated, it was felt that such provision should be assured by community resources.

Relative Responsibilities

Exploring the assignment of the realization of these objectives among the different units of the community, it was suggested that the local community should provide maternal and infant care as needed, as part of its public health responsibility; the State (our provincial unit) should give leadership, financial assistance, specialized service, and supervision in the development of local services, while the Federal Government, it was felt, might assist the states through financial support, research and consultant service.

The extent to which these objectives might be realized, the Conference Committee declared, depends upon the desire of the public to be adequately served, the leadership of the professional groups in the provision of service of high quality, and the development by public agencies, in co-operation with private agencies and individuals, of a programme of education and medical and nursing care which will meet the needs of the various groups in the population.

The inter-relationship of social work proper to health conditions in the life of the child and family was discernible through the proceedings of the Conference and was given excellent expression in a passage in an address by Dr. Thomas Parran, Surgeon General of the United States Public Health Service :

"Our specific efforts to protect the health of mothers and children count for little if the family income is insufficient to supply nourishing food and decent housing, if the mother's health is undermined by unhealthful sweatshop conditions or by long hours. Efforts to improve child health count for little if the child must labor in a factory with no opportunity for normal recreation and development. Similarly community protection against impure milk and water, against the acute communicable diseases, against tuberculosis and syphilis and other preventable diseases which shatter the family well-being, has a direct bearing upon child health on the one hand and upon the security of the family on the other."—C.W.

CANADIAN WELFARE COUNCIL ACTIVE IN COMMUNITY STUDIES

COMMUNITY studies, looking to the initial organization or reinforcement of basic welfare services, and to the better co-ordination of all the work in each community, have comprised a major activity of the Canadian Welfare Council during the past year. Tangible results are seen in the new Family Bureau which is now staffed and functioning in London, and in the new family welfare service which will be established in Cornwall, Ontario, as a voluntary coordinating agency with strong city support. In these two cities the primary need revealed in the Council's study was that of a basic family welfare service to coordinate and give direction to the many voluntary relief activities of clubs, churches and other groups.

Family Service Primary Need in Two Ontario Cities

Cornwall had grown in the space of a few years from the dimensions of a town to those of a city in its population and community problems, with no corresponding development of resources during the recent difficult years, and with an acute housing shortage created by the rapid population growth. The per capita wealth is low and the majority of wage earners are employed in the local textile plants.

London, on the other hand, has been a city of slow and stable growth, most fortunately situated in a rich agricultural area, with small diversified industries providing occupation for its wage-earning population. This well-to-do-city was paying the highest per capita income tax of all cities in the Dominion at the time of the Council's study. London's earlier effort at the beginning of the depression to organize a family welfare agency proved ill starred. In the absence of one coordinating service the city was flooded each winter with "emergency" appeals, frequently on behalf of one individual family in distress. The generosity and ability to give of London's citizens was demonstrated many times over in the response to such appeals, but it was becoming apparent that in the absence of any central welfare agency for consistent follow-up service to families in distress, pauperism was growing to a serious extent among the city's under-privileged groups. The new Bureau, designed to meet the growing problem in London, has recently opened its office and engaged an executive officer with experience and training in family welfare work.

In Saskatoon, Winnipeg and Hamilton, each already served by adequate or developing family welfare services, the studies

requested were concerned with points of weakness in the welfare programme generally, with particular needs in some more specialized fields, and with the interrelationships of social planning and co-operative financing activities.

Community Chest Projected in Saskatoon

Saskatoon, which established its Family Welfare Association following a study of community welfare needs by the Canadian Welfare Council in 1930, has since formed a Community Council for co-operative social planning and is now looking forward to the organization of a Community Chest. The Canadian Welfare Council's second community study in Saskatoon this past year has been concerned with an appraisal of community needs and services with special reference to the achievements and needed developments in services which might participate in a joint financing plan. Although the smaller city must face certain difficulties not experienced in larger centres in the organization of a Community Chest, it is believed that Saskatoon may venture into this field with reasonable hope of success, provided competent executive leadership is assured.

Attention has also been drawn in the Saskatoon report to pressing local welfare needs, especially in respect to a reinforced programme for child care and protection, guidance to teen-age pre-delinquent girls, and a follow-up service to unmarried mothers. Weaknesses in the welfare programme are inevitably reflected in community criticism of the Community Chest which quickly acquires, in the public mind, the burden of responsibility for the community's social ills. Serious deficiencies in the welfare programme should be corrected as far as possible before the Community Chest is launched at all, for its task in building community confidence and goodwill should not be hampered by troubles which may be unjustly ascribed to the financing body.

Relationship of Planning and Financing Bodies a Major Issue in One City

In Winnipeg, the Council's assistance was sought in a situation where the Council of Social Agencies and the Community Chest had been established over a period of years, but had never developed that vital relationship of social planning and co-operative financing which is essential to stable and balanced progress in the welfare programme. The Winnipeg study was the concluding section of a study of welfare needs and services in the Western city begun in 1934. The recently formed Family Bureau was established to coordinate the work of many voluntary groups in relief and assistance, following the earlier part of the Winnipeg

study, and now the larger question of more serious social planning and coordination of welfare services generally, is receiving attention from the Central Council of Social Agencies and the financial bodies from which chief support of local voluntary welfare work is derived.

Heavy expenditures for the protection and maintenance of children away from their own homes has become one of the serious financial problems of the Winnipeg Community Chest which it is felt would be reduced substantially by more consistent and aggressive welfare planning.

Cooperative Planning Point of Weakness in Hamilton

The Council's study of the Hamilton Community Fund and its member agencies now nearing completion, was requested by the Fund as, in a sense, an appraisal of the situation in respect to services and needs after ten years of federated financing in Hamilton. In this city the basic services in family welfare, built up in the past few years, have become a source of strength and support to the whole community programme. Other fields of work, including that of child care and protection, show isolated points of strength and weakness, fairly adequate organization, but an unevenness of growth, and some confusion of responsibility which has tended to an accumulation of irritations and difficulties in the absence of consistent welfare planning.

As the Hamilton study progressed, the Survey Staff turned more and more from an appraisal of individual services to a concentration upon fundamental difficulties in the planning and financing organizations. Whereas the Council's community studies in several other centres revealed that further progress was contingent upon the development or reinforcement of certain basic services, the strengthening of individual services was scarcely the major issue in Hamilton, but rather the establishment of a working partnership through which each could find its place of greatest usefulness in the total programme. The weakened financial position of the Fund itself, resulting from a combination of circumstances will, it is felt, be corrected by more intensive organization on the one hand, and the development of greater support through cooperative action of its member agencies, on the other. M. B.

THE PROFESSION MAKES AN EXPERIMENT

J. A. HANNAH, B.A., M.D.

EDITORIAL PREFACE

Under the pressure of present circumstances, different provinces and communities have been attempting to find a way out in the extension of health services to the needy. Too often, the plan adopted has been merely an emergency response as the immediate need seemed to suggest. There is an almost general misunderstanding as to the measures adopted in other countries and careless interchange and reference in terms and systems that involve utterly different things. Admittedly the confusion of unemployment insurance with unemployment assistance brought the former and, in fact, the whole national economy in Britain to the verge of collapse; and there is grave danger in Canada to day of similar confusion in the careless use as synonyms of four terms that are quite distinct—namely, "public health", "state medicine", "health insurance", and "medical relief".

Definition of Terms

Public Health services may or may not develop ultimately along such lines as to include the provision of medical, nursing and dental health care to the individual, on an organized group basis, but so far in Canada, public health services have been restricted to protection of the community through measures designed to provide control of sanitation, the milk supply, etc.; the prevention and control of communicable disease; general health education of the public, health examination and teaching in the schools, etc., and generally the operation of such clinics and services as were designed "to keep well people well". Those in need of actual care are referred to the private practitioner. In some provinces, clinical services have been gradually extended to provide actual remedial treatment as well, while in the treatment of certain diseases such as cancer and tuberculosis, the trend is undoubtedly to provide complete care through the public services. This responsibility is already accepted in most of the provinces in the care of mental diseases. Consequently, the tendency towards the gradual modification of public health services to embrace a programme of actual state medicine is a definite fact in many parts of Canada today. As the Ontario Medical Association has put it, "evidence is at hand to show that the principle of state responsibility for the medical care of the people is becoming universally recognized". It is when this public assumption of control of medical services is contemplated that the alternatives of state medicine or state health insurance arise.

State Medicine is defined well in the Alberta Royal Commission report on the subject as "a system of medical administration by which the state provides medical services for the entire population (or a large group thereof) and under which all practitioners are employed, directed, and paid, by the state on a salary basis".

State Health Insurance is defined in the same report as a system of health insurance under which a non-profit earning, state supervised organization administers a fund provided through regular periodic contributions for "the mutual provision of medical services for the beneficiaries included under the system". Thus a mutual, contributory partnership of potential beneficiaries is an essential feature of any plan that can be accurately termed "insurance".

"*Medical Relief*", apart from these three fundamental terms, is probably the only term that can be accurately applied to the sporadic measures thrown up in so many parts of Canada today, whereby some purely arbitrary lump sum or per capita allowance is being paid over to groups of private practitioners or individual practitioners to apply against the cost (on an agreed schedule) of such measure of medical care as they may variously provide, upon the direct application of the individual dependent or his family, in receipt of unemployment relief. These different emergency measures in force in various centres, cannot be described as conforming essentially to any of the above definitions of public health, state medicine or state health insurance, and this fact is recognized by many far-sighted leaders in health and medical ranks in Canada today, and consequently the professions concerned are earnestly exploring this whole field of the organized provision of health services.

Because of the very widespread interest in the whole subject, we have sought the following contribution from Dr. J. A. Hannah, Chief Medical Officer in the experiment now being tried under the Associated Medical Services Incorporated in the Toronto area who presents, forcefully, the point of view of the medical profession and its practical application in this demonstration.

THE difficulties of assuring medical care for the average family become really apparent, only when sickness overtakes one of its members. Illness is a variable and uncertain quantity which usually strikes at least once, if not more frequently in any family. The incidence and cost are uncertain varying with the family situation, while the very nature of the commodity required may involve disaster from two directions. Ill health or sickness strikes doubly; it impairs or destroys the earning capacity of the worker as well as causing an expenditure against which, under our present methods it is impossible to budget. For centuries we have regarded this problem as being an individual matter between the physician and his clientele. Recent stress has made it apparent that neither the physician nor the family can afford to allow such a system to continue.

Approach to the Problem

In general, the tendency is to regard the problem as purely economic, most easily adjusted by regimentation under legislation. A little study and serious thought, however, leads to the surprising discovery that the economic aspect is one of the lesser factors, and regimentation of any form places serious limitations on accomplishment of our aims.

That the problem is not purely economic is attested by the fact that during illness, no expense is spared in order to secure the best possible service, regardless of the economic status of the patient or his family. The state or other agencies will provide what the individual may lack. An ever increasing and undue proportion of this responsibility has been demanded of the profession.

Again it becomes apparent that the problem is much more than economic when it is realized that the large middle class population through their sense of good citizenship either deny themselves this service or are forced to bear a load of expense far beyond their ability.

Factors Affecting Efficient Service

In order of importance the following factors affect the desirability of any purposed solution :

1. The type of service rendered.

2. The personal relationship between patient and physician.
3. The cost.

The type of service rendered.—There is no yardstick of measurement or scale of weight to determine quality of service. The profession contends that this is and must remain a matter of personal confidence between patient and physician. Where confidence fails the best of physicians are useless. Confidence is purely a moral and ethical problem and places heavy responsibility on both patient and physician.

The profession as a whole have a serious responsibility in this respect. Theirs is the difficult task of keeping themselves free of mercenary and other taints, and all too often such attempts meet with hostility from a well-meaning but misguided public.

The profession are best qualified to judge the efficiency of medical service and so should retain control of it in all its phases. This becomes impossible when economics is the primary consideration. No solution but that which permits the best possible service should be considered.

The personal relationship between patient and physician.—The best method of assuring confidence and satisfaction is to allow freedom of choice between physician and patient. Since no one can guarantee satisfactory treatment of any patient, no organization or system can assume this responsibility and so the patient must always be left the responsibility of his own choice, not that some check should not be kept on the type of service rendered but this must remain a matter of fair adjustment between patient, physician and the system. Choice of patient and physician is regarded as absolutely essential any solution of this problem.

A further phase not usually reckoned is that of research. The acquisition of knowledge is as important, if not more so than the application of it. Any programme of medical service should reckon the cost of research as justifiable and be prepared to assume its fair share.

The cost.—Having determined the type of service necessary we can then reckon the cost. It naturally follows that a good service must compensate those rendering the service fairly. Doctors, hospitals, nurses and others rendering service must be paid sufficient to allow them to maintain the standard of service demanded of them.

Because of the varying and uncertain factors involved, and lack of previous experience, costs are difficult to determine. The cost in Europe obviously will not "fit" in the United States, and

costs in the United States will not "fit" in Canada, neither will the cost in Ontario "fit" with that in Nova Scotia or in British Columbia. In fact the cost in Toronto will not "fit" into that of other Ontario Centres. It becomes necessary, however, to determine some common denominator. The closest to this is service rendered, although this also varies in different situations. It is possible, however, to make allowance for this and make adjustments later as experience warrants.

Having once determined the amount of service required we can set over against this a fair charge for it. Again the profession should be best able to judge the fairness of this cost.

Assuming that services are to be fairly paid for, there is no reason why one individual should be charged more than another. Having the approval of the profession in our objective, Associated Medical Services have agreed to pay the minimum schedule of fees as set out by the Ontario Medical Association.

After five years study we were able to compile a table of service and costs as follows :

* Average service required per person per year, showing estimated cost per service.

Home calls 1 @ \$3.00.....	\$ 3.00
Office calls 1.5 @ \$2.00.....	3.00
Surgical operations .08 @ \$50.00.....	4.00
Specialist and consultants.....	3.00
Nursing .5 days @ \$6.00.....	3.00
Hospitalization 1.3 days @ \$3.50.....	4.50
X-Ray.....	1.00
Overhead and administration.....	2.50

TOTAL..... \$24.00 per year

Thus for \$2.00 per month, it is estimated that a complete service can be provided, except for mental diseases and institutionalized tuberculosis or venereal diseases. This is less than is spent by an average family on "smokes," cosmetics or other luxuries.

Avenues of Approach

Having formed some idea of the amount of service necessary and the cost of it, the next problem is to determine how best our solution may be put into effect. It appears that there are three avenues of approach :

1. State Medicine.
2. Commercial Enterprise.
3. Voluntary and Co-operative, undertaking.

State Medicine.—It is the fashion to regard state control as all wise, as well as powerful. Wisdom is only relative to action in

* These figures are drawn from wide sources in Europe, Great Britain and America, covering experience of millions in many cases.

relation to the particular situation. Power is only useful when controlled. It is difficult to insure the best results in either case through governments. Democracy not only gives personal freedom, but requires a recognition of personal responsibility in return for its continuance. A true democrat, therefore, will insist on his freedom in solving his own problem, and so he will neither expect the government to relieve him of his responsibilities, nor surrender his liberty through lack of effort.

Apart from any philosophical considerations, there are certain concrete difficulties in effecting the satisfactory development of health insurance through governments. Government exercises control by statute or regulation, and having once committed itself to a stated and definite policy it cannot afford summarily to modify the statute or regulation giving formal execution to its plans, and any adaptation is likely to involve a cumbersome process. Thus, an entirely governmental plan does not permit elasticity in development. As a result there is likely to be constant irritation between the parties concerned. The administrators are caught between, the governing body, the inflexibility of plan in formal statute, and the persons serving and being served. In addition the administrators are frequently in danger of their position with every change of government.

Governments are dependant upon public goodwill, and act accordingly. The most tangible evidence of success is the economic yardstick, and so the tendency is to secure as much for as little *apparent* cost as possible. On the other hand both physician and laity have a tendency to regard any government project as fair game. The administrator again finds himself the apex of a conflicting triangle of interests, and his position becomes harassing, if not impossible. The very nature of government control pre-disposes to impairment of quality of service with ever increasing cost.

Commercial Enterprise. — While commercialized control of medicine appears to contain the elements of efficiency in administration, it cannot recognize the less tangible but more important factors contributing to success. Such organization naturally has profit as its motive and must continually curtail its services to that end.

The physician and patient are also motivated by the same impulse, and again a triangle of conflicting interests is likely to emerge.

Under such circumstances good medical service becomes impossible.

The Voluntary Non-Profit Co-Operative Approach

It would be fallacious to try to prove that this approach offers a solution to all the foregoing difficulties or is a complete answer to the problem. It appears, however, to be the soundest method of approach to this multi-sided question.

The profession, industry, the laity, and the Government must recognize the problem, and attempt to answer it together, each aware of and accepting a respective responsibility, and all contributing their share to the *evolution* of its answer. If they are honest, all *will* recognize that the answer is and will remain one of *evolution*. Change and adaptation will be necessary almost daily. Each problem will be answered in the light of circumstance as it arises. Experience and not expediency will become the council of wisdom and each advance will follow the previous, easily and naturally, without offence or irritation.

Each element in the undertaking will have representation and act as his own censor in cases of abuse. Effective control comes from within either an individual or group, restraint comes from without. A large measure of control with the minimum of restraint usually offers the happy medium. If such middle way can be found and with it, the elimination of the profit motive, there appears to be no obstacle to a truly democratic answer to the problem of medical services on a prepaid budget plan.

Associated Medical Services

Recognizing these elements in a plan originally evolved by the Civil Service Association of Ontario, organized medicine in the province sanctioned the formation of Associated Medical Services, Incorporated, on these lines. It was deemed wise to establish this system in representative demonstration areas of the Province and so, for the time being, our activities are confined to the counties of Oxford and Norfolk and greater Toronto. Expansion will depend upon demands from the local medical societies, and experience. The Ontario Medical and Civil Service Associations advanced the funds for organization and the Ontario Government granted offices from which to carry on.

The Plan.—The plan is designed to remove the economic barrier which exists between patient and doctor, by permitting a continuous monthly subscription to be paid to a fund against the risk of illness. It allows choice of physician and covers the vast majority of requirements. There are certain protective measures against abuses. Interpretation of these rulings are as generous as possible and each case is considered on its merits.

There is a two months waiting period preceding extension of benefit. This has a triple purpose—(1) to prevent subscribing for the duration of an acute illness; (2) to provide a reserve against epidemics; (3) to help cover the cost of admitting to service. This period is extended to ten months for obstetrical services.

Exemptions from service are applied to (1) conditions in existence at the date of acceptance; (2) institutionalized mental diseases; (3) chronic tuberculosis and venereal diseases. (4) workmen's compensation and cases of similar nature. These three latter eventualities are already provided for under existing public services while their inclusion and obviously the acceptance of the first category would make the service too expensive for the average person. All medical services not thus exempted are paid for at minimum Ontario Medical Association rates.

Benefits to be paid by the Corporation.—(1) The services of participating physicians in home, office or hospital, including consultations. (2) Surgical procedures within the scope of a competent surgeon. (3) Semi-private available accommodation, or a sum not to exceed \$3.50 per day, toward the cost of hospitalization in an approved hospital. (4) All necessary nursing. (5) The costs attendant on child birth in cases where the subscribers (wife and husband have paid dues for ten consecutive months previous to confinement.

Reservations.—The Corporation reserves the privilege to cancel any contracts for abuse of privileges.

Subscription for Service.—The Corporation is non-profit and all fees collected are being expended in the form of service for the subscribers.

The scales of subscription at present existing are :

Subscriber.....	\$2.00 per month
1st dependent.....	1.75 per month
2nd dependent.....	1.50 per month
3rd dependent.....	1.25 per month
4th and each subsequent dependent.....	1.00 per month

Thus, for \$6.50 per month the average family of four can budget against the total cost of illness. On a daily basis per person this amounts to 5 $\frac{3}{8}$ c. per day. As already suggested, this is less than is spent by such an average family for smokes, cosmetics, or confectionery. When it is recalled that under our present system of entirely individualized services, one serious illness may wipe out a life's savings, the advantages of such a plan as the above would appear to be obvious.

Experience to date.—A non-profit charter was granted under the name of Associated Medical Services Incorporated on April

9th, 1937. We opened for subscribers on June 1st, 1937, in offices granted by the Ontario Government at 11 Queen's Park, Toronto. To date we have 563 doctors co-operating in the three areas and approximately 1137 fully "signed up" subscribers. We have built up a reserve of \$2000.00 against medical services and have paid all our accounts promptly, as of December 31st, 1937. Already we have a number of pleasant letters of commendation from grateful subscribers, and appear to be firmly established, both ethically and economically. In the process we have preserved our democratic principles by answering our own problem. Judging from the past, the future appears very bright.

It is planned to demonstrate that co-operation is sound, economically and in principle. Future development will depend on experience.

Conclusions

The problem of illness is at present seriously crippling in its economic effects and requires some solution in order to bring the knowledge and experience of the profession to the laity.

There are difficulties which detract from efficiency of service when the problem is approached solely through legislation or on a profit basis. Voluntary co-operation appears to hold the best possibilities for success.

With the approval and support of organized medicine in Ontario, Associated Medical Services, Incorporated, has been established on a non-profit co-operative basis and the Ontario Government has also given practical evidence of approval.

By this method it is possible to budget against the cost of medical care, thus eliminating the hardship of heavy expenses during illness. The plan allows continuance of those factors which tend to good medical service and give freedom in the choice of physician.

In the average family of four, such coverage costs less than many other forms of protection and less than the annual sum spent in small luxuries or extras. It would certainly appear that both the public and profession have much to gain by supporting such a plan.

CANADIAN CONFERENCE ON SOCIAL WORK VANCOUVER JUNE 21-23

PRELIMINARY announcement has been made by Dr. H. M. Cassidy, President of the 1938 Canadian Conference on Social Work, as to plans for the meeting in Vancouver from June 21st to 23rd, inclusive. The dates of the Conference have been set in the week just prior to the National Conference on Social Work in Seattle, which runs from June 26th to July 3rd, in the hope that this arrangement will attract a large number of Eastern Canadian social workers to the West Coast for the two meetings.

At the annual business meeting of the Canadian Conference last year, Vancouver was chosen for the 1938 assembly. Dr. H. M. Cassidy was elected President, with Mr. F. N. Stapleford, of Toronto, as Vice-President, Dr. G. F. Davidson of Vancouver as Secretary and Miss Joy Maines of Ottawa, Miss Elsie Lawson of Winnipeg and Dr. S. F. Prince of Halifax as executive members.

Frequent meetings of the B.C. representatives of the conference committee have been held during the past four months and the work has now progressed to a point where a tentative programme has been completed and will be announced shortly.

The programme itself is broken up into six sections, Children's Services; Family Services; Health Services; Mental Hygiene; Public Assistance and Public Welfare Administration.

An interesting feature of the programme set-up lies in the fact that the morning sessions are planned to include formal papers, whereas the afternoon sessions will consist of round table discussions following out of the morning papers in each section or dealing with some related topic. The last session on Thursday afternoon will be a general summary meeting at which rapporteurs from all the round tables will present the highlights of the discussions, so that the conference members will get a picture of what happened at those meetings which they could not attend.

In addition to the Canadian Conference proper, the Canadian Welfare Council is attempting to arrange a meeting on Monday evening, June 20th, and the bi-annual meeting of the Canadian Association of Social Workers is tentatively planned for that week.

Local committees have been set up in each province to assist in arousing interest in the Conference and to promote attendance and it is hoped a good sized delegation will attend from the East. Conference inquiries should be addressed to the Secretary, Dr. G. F. Davidson, 1675 West 10th Ave., Vancouver. It is expected that within the next few weeks a tentative programme will be available for distribution in all parts of Canada.

REALIGNING JUVENILE DELINQUENCY SERVICES

The changing concepts in the community's approach to its problems in social welfare are resulting in conscientious reassessing of many of our social agencies, and from British Columbia comes a most thoughtful report on the organization of the provincial services dealing with juvenile delinquency.

In the summer of 1936, through the collaboration of the Honourable G. M. Weir, Provincial Secretary, and the Honourable the Attorney-General, an Advisory Committee was set up to examine and report upon the problem of juvenile delinquency in the province. It was instructed to give particular attention to the improvement of existing methods and facilities, including both reformatory schools and courts, and several specific items were referred to it for examination and report. The Committee was a representative one, including Dr. H. M. Cassidy, Director of Social Welfare, and Miss Laura Holland, Director of Field Work, for the Province; Professor C. W. Topping, Professor of Sociology at the University of British Columbia; Dr. Geo. F. Davidson, Secretary of the Vancouver Council of Social Agencies; Mr. J. D. Hobden of the John Howard League; Judge Helen Gregory MacGill of the Juvenile Court of Vancouver; Mrs. Paul Smith, M.L.A.; Mr. P. Walker, Deputy Provincial Secretary of British Columbia; Dr. A. L. Crease; Mr. H. N. MacCorkindale; Judge H. S. Wood, Mr. F. C. Boyes and Mr. H. A. MacLean.

Nature of Problem

The Committee of Inquiry attempted to ascertain the exact extent and nature of the problem in the Province, estimating that the average number of boys and girls under 18 years of age brought before the courts has run about 800 in each of the last four years, about 10% of these being girls. These totals, however, do not include even all court appearances because some of these youngsters go before adult courts, while many young offenders, known to the police, may be dealt with without court appearances. The Committee did not feel that it could establish whether juvenile delinquency was definitely increasing in the province or not, but it did seem apparent that the problem was largely concentrated in the Greater Vancouver area. Taking the whole question of trends in crime, the Committee found that the increase in the crime rate in British Columbia, as in the country as a whole, was at a more rapid rate than the increase in population.

In its general conclusions, the Committee places itself in line with what have seemed to be the conclusions of recent and similar studies in the United States, in Great Britain and in South Africa,

namely, that the prevention and rehabilitation of delinquency rests upon the strengthening and development of "collateral services", which the Committee in its fourteenth recommendation lists in some detail, citing boys' and girls' clubs, settlement houses and similar associations under private auspices; supervised playground and recreational facilities; vocational guidance, apprenticeship and placement services; the development of effective truancy services and special classes within the educational system, for children in need of special care.

Recommendations

Other recommendations, offered by the Committee, suggest the development of special arrangements for the placement and maintenance of children in foster homes where the Juvenile Courts and the Industrial Schools suggest that foster home care would be better than industrial school care. In this connection the Committee suggests amending legislation so that the parent or guardian of the child committed by a Juvenile Court for care in an industrial school or foster home as a delinquent, may be required to contribute to the maintenance of the child while in such care.

Dealing with the system of courts, the Committee suggests the creation of a series of Juvenile Courts covering the whole Province, with one senior judge, and with deputy judges serving in junior positions in different districts. While these recommendations thus contemplate a series of Juvenile Courts, the principle of specialized services on a district basis is the principle of the specialization of hearings in social causes, suggested in the Council's memorandum to the Royal Commission on the Penal System in Canada.

Under the system contemplated, the Committee suggests complete provincial assumption of the administration and of the financial cost of the court services.

The Committee also recommends the removal of all boys and girls, presenting special mental problems, from the industrial schools and their transfer to the institutions caring for mental cases. It also suggests the establishment of an intermediate institution for boys and young men from 16 to 21 years of age, covering the cases presently committed either to the schools or to the prison farms or penitentiaries. Incidentally, the removal of the Boys' Industrial School to more satisfactory quarters, and the introduction of measures of segregation, special detention of problem cases, and better vocational and recreational facilities, is also proposed.

The release of any boy or girl from an industrial school, the Committee suggests, should follow only upon formal action of a committee of three persons,—the Juvenile Court judge, the Super-

intendent of the Industrial Schools, and the Superintendent of Neglected Children for the Province.

Parole and probation, and the strengthening of follow-up services are urged as features both of the Juvenile Courts and Industrial Schools system, while it is also urged that both courts and schools should utilize the existing provincial psychiatric and psychological services.—C.W.

JUVENILE WHIPPING ABOLISHED IN NEW ZEALAND

An amendment to the New Zealand statutes, just received at the Council office, abolishes the penalty of whipping as punishment for youthful offenders on order of a Juvenile Court.

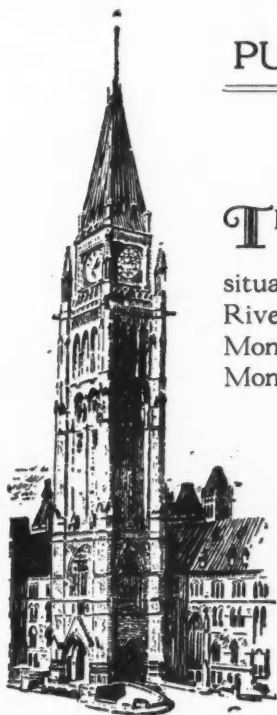
MRS. PAYNE RETIRES

Mrs. M. Constance Payne, for years Assistant Secretary of the Council for Social Service of the Church of England in Canada, has retired from this post. A graduate of one of the earliest classes of the Social Science Department of Toronto University (that of 1920), Mrs. Payne was early associated in preparation of briefs on military cases for the Dominion Service, but shortly after the Council for Social Service of the Church of England was set up with Canon Vernon as its secretary, she joined its staff and was responsible for setting up the Department of Welcome and Welfare, during the heavy immigration of the early post war years. From this department Mrs. Payne carried on a wide personal enquiry service for the clergy and services of the Anglican Church in Canada. Following Canon Vernon's death, from 1934 to 1936 Mrs. Payne carried on as acting General Secretary, and continued in her former post post after Canon Judd's appointment as General Secretary.

She carries with her into retirement the good wishes, not only of her co-religionists, but of many agencies and individuals of other faiths with whom she has worked.

PUBLIC WELFARE SERVICES

THE RELIEF SAGA OF A CANADIAN CITY



THE city of Verdun is described as "the third largest city in the Province of Quebec," situated on the north shore of the St. Lawrence River at the south western limits of the City of Montreal, and under the supervision of the greater Montreal Metropolitan Commission. It is pre-

dominantly residential, its population of 65,000 comprising industrial, business, commercial and clerical workers, employed in the factories, offices and shops of the city of Montreal. The population, almost equally divided as between its English and French speaking sections has grown rapidly in the last decade and a half,—the census of 1921 recording 25,001 persons: that of 1931, 60,745. Unemployment was bound to cause a shrinkage in a community of

this type, the civic census recording a total of only 51,140 in 1929-30, but by 1937, returning occupational opportunity and natural growth lifted the mark to 63,852,—an increase of over 12,000 in 7 years.

Because Verdun had run the gamut of a kaleidoscopic series of experiments in methods of aid administration, the Canadian Welfare Council asked P. H. Lane, Director of the Civic Employment Committee throughout this period to prepare a summary of the story. This has been filed with the Council and will afford one of the most interesting documents of contemporary municipal relief administration, for in this short period of time Verdun has administered material aid by direct telephone order from civic offices to purveyors: by closed, and semi-open voucher: by part-voucher and part-cash: by Script: by cheque: by cash: and finally by cash for scheduled work.

The onset of serious unemployment conditions found the civic authorities, as in most Canadian cities without any municipal welfare services, delegating the alleviation of distress among people in need to voluntary services, assisted by civic grants. As idleness and need spread, the City set up a civic department, caring at first for Protestant families only, and later taking

over, from the St. Vincent de Paul Society, both English and French-speaking Roman Catholic families. During the years of 1929 - 30 - 31 the City carried on extensive works programmes to which persons applying for assistance were referred, many of the able-bodied of whom were thus employed, and did not receive material aid.

In December 1931, an independent Unemployment Relief Commission was appointed, offices opened, and a staff engaged to develop a programme for the administration of material aid. Standard schedules were adopted and arrangements made with selected merchants to provide families with goods as directed by the Commission. Later the restriction on specified stores was withdrawn and vouchers were made negotiable at any store within the City limits.

During 1932 works programmes were arranged whereby individuals worked on civic projects in return for material aid. In October of the same year this scheme was replaced by a method of "work hours" fixed in proportion to the size of family, and paid for at the rate of 40c. per hour.

On February 10, 1933, following agitations and protests in the community, the Provincial Government conducted an inquiry into this whole system of "work relief." Though the Commission received a "clean bill of health," its members resigned, and was later replaced by a Commission composed of the heads of the various civic departments. This Commission was entrusted with the development of tripartite public works schemes, with Dominion and Province as partners but also resigned early in October of the following year. The City Council then appointed a Commission of three of its own members, who immediately introduced the policy of issuing material aid by cheque, and transferring clerical staff, made available through the change to an investigations branch. In March 1934 the Provincial Government, after inquiry, expressed disapproval of the cheque system though the civic administration had come to the conclusion that, "the simplest form of distribution, with concentration upon investigations to prevent fraud, is the most effective and the least costly to the municipality". The Commission then reverted to the voucher method, but modified it in conjunction with certain works schemes to afford payment of the relief scale plus a bonus of 20% in cash to those who worked. This general plan was continued until August 1937 when under a new agreement entered into with the Provincial Government all material aid ceased in Verdun, the Verdun Unemployment Relief Commission was abolished and the City of Verdun Employment Committee appointed. Work permits

were issued to all eligible persons, according to a special schedule which was increased in October 1937.

At the time of this shift in policy, a most promising development of a possible public welfare department emerged in the establishment of a service to families of unemployable persons, designated as the Division of Public Assistance under the civic authorities. However, before the experiment could really be demonstrated the service was discontinued and all other than the able bodied were referred to churches and private organizations. It would appear inevitable that a city of the size and character of Verdun would have to set up its own civic welfare services within the near future.

The report proper contains a wealth of detail in the evolution of aid and work schedules, in the story of gradual struggle towards more adequate food and clothing grants and the difficulties overcome in the inauguration of shelter relief. One section is devoted entirely to problems in administration. Throughout these "changing scenes of life" Mr. Lane has been continuously in charge, and has thus crowded into the space of a few years a wide variety of experimentation in widely different administrative schemes, and actual experience of work and material aid projects. Mr. Lane has made Canadian relief and social work his debtor, by his meticulous record of these experiments and changes. The Council commends his study to other administrators and would welcome like surveys for its permanent records. A symposium of such records, supplemented by round table conference and discussion among administrators who, like Mr. Lane, have been on the bridge throughout these tossing seas could not but result in valuable conclusions hammered out in the bitter struggle of actual experience.

B.T.

BOLTON CAMP

So complete that it may serve as a useful handbook in the study and development of summer camps, the report of operation of Bolton Camp (the Neighborhood Workers Association of Toronto) has just come to hand. Bolton Camp is one of the largest undertakings of its kind on the North American continent, no less than 6,806 children and mothers being given a holiday through its services this year. The Camp itself may well be described as a thriving village, for it keeps at the one time 1,340 people, including campers, volunteer counsellors, permanent staff, kitchen staff, etc.

Copies of Bolton Camp report are available on application at the Neighborhood Workers Association, 22 Wellesley St., Toronto.

C. W.

UNITED STATES CITIZENS TALK RELIEF TO THE SENATE

REPRESENTATIVES of the National Citizens Committee of the Community Mobilization for Human Needs appeared recently before the U.S.A. Senate Committee on unemployment to offer the point of view of citizens and agencies close to these problems in recent years. In forceful and concise form, the Committee set forth its conclusions in terms "that are in many aspects applicable to our problems "north of the line".

As representatives of agencies that have to pay their bills from limited incomes," the committee stated that it was their duty "to insist on the necessity for economical and efficient administration of the whole problem of relief and public welfare, and that this was especially "so as we facing the probability of increased unemployment" during the winter and the possibility of a longer recession. Its objectives, the committee felt, could be achieved "only by the full cooperation of the Federal government, the States, the local governments, and the private agencies. No one of these partners can withdraw from the field without disaster to many millions of human beings.

"The responsibility of *government*—Federal, State, and local—the submission states, "is to care adequately for basic human necessities, of course at the same time making every intelligent effort to reduce the weight and extent of the burden.

"The total funds of all types of *private agencies*—including many services in addition to relief—have been and still are an amount less than 5 percent. of the total amount required for unemployment relief. Even if the private agencies continue to make every effort to increase their income from all sources, and even if they were to devote all their income to relief, they are obviously incapable of assuming an appreciable share of the load. However, they cannot permit any such application of their income as would mean abandoning or weakening the essential programmes for which they are responsible in children's work, hospital care, health, recreation, character building, and rebuilding of family life".

Federal Relief and WPA

Discussing the works programme the committee recounted that Federal funds were withdrawn from direct relief in November 1935, the Federal government then centering its appropriation in a work programme, intended to care for all the employable unemployed, leaving the so-called "unemployables" to state and local

responsibility. As a matter of fact, the committee claims the WPA has never been able to furnish work to all the employable unemployed who were in need, with the result (as in Canada) that a considerable proportion of those dismissed from such works in 1937 went "on relief."

Present Status of Relief

The committee recorded its opinion that during the course of the last two years state and local standards of relief and administration had been lowered and in many places real suffering resulted. With a winter of increasing unemployment before them the committee claimed that great confusion existed in the public mind as to the wisest relief policies, and that it was incumbent upon them to emphasize "the paramount importance of the whole matter". The people of the United States, the committee avers, has recognized the necessity of providing relief for those who need it, and that whatever immediate steps are taken to meet the present situation it is to be remembered that "the goal of all relief policies should be the establishment and strengthening of individual independence through retraining for employment and the restoration of family self-reliance, in line with the fundamental policy of rebuilding human lives."

The assistance made available for special types of social need under the Social Security Act was cited as "increasingly helpful," but it was stated that "even these measures need supplementing by an adequate direct relief program to make them wholly effective" while "in time, increased employment opportunities should absorb many now in need of help. But with this much said, the facts must be faced that WPA expenditures, the Social Security measures, and the increase in employment have built up a feeling of false security on the part of many states and local communities, with the result that public opinion does not recognize the necessity under present conditions for state or local tax levies to help finance relief."

The Committee's Proposals

The committee argued that "a single unified programme to deal with the whole situation is imperatively needed" and that "such a unification of policy could undoubtedly make possible genuine economy both in local and in Federal administration, without lowering standards of relief."

The committee proposes that Federal, State, and local governments share in this program; that "the long established principle of matching state and local appropriations by Federal funds

(grants in aid, but not necessarily on a 50 - 50 basis) be made the method through which the Federal government should *make its relief appropriations for the immediate emergency and the next fiscal year*. With this principle in mind certain suggestions were made :

1. **FEDERAL APPROPRIATIONS.** (a) That the Federal Government should appropriate to the States a sum of money according to a stipulated formula to carry out a general relief programme, including work relief. The amount appropriated by the Federal government to be a definite sum available only upon condition that it be matched by the States in prescribed proportions; each State to apportion to local communities upon any basis it might decide compatible with relief needs; and the determination of the amount and character of work relief and of those eligible for relief to be primarily the responsibility of the State and local community. (The Committee explained that this suggestion was "not to be taken as opposing a Federal programme for public works on a non-relief basis".)
TRANSIENTS. (b) That the Federal government should make special grants to States from the general relief fund so that care might be given to inter-state transients.
2. **STANDARDS.** That the Federal government should set up standards of administration and of relief within general limits; these standards to require within each state and city a unified or at least a coordinated administration, (under an adequate and inclusive merit system of appointment), of all public assistance and general relief programmes to which the Federal government contributes funds. Such a unification could be realized only gradually the Committee admitted "especially during the present emergency."
3. **NATIONAL COMMISSION.** That the human values and the expense involved in relief, security, and public welfare programmes, and the current confusion in the public mind about them urgently required a careful and unbiased investigation and review by a national commission appointed by the President with the approval of the Senate.

The committee concluded hopefully, (more hopefully perhaps that many of their Canadian confreres would feel that they could in their experience).

"Such a programme, divorced from politics, cannot fail to produce progress toward the result we all earnestly desire, humane and intelligent assistance of those in need to regain their independence", though Canadian social work would endorse their belief "that at the same or even a higher level of efficiency the cost would be less rather than more."

C. W.

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COUNCIL'S ANNUAL MEETING IN MONTREAL

The Council's Eighteenth Annual Meeting will be held in Montreal, on Monday May 30th, 1938. In view of this being the year of a Canadian Conference on Social Work at the Pacific Coast, the meeting will not be associated with Conferences. A business session, an open evening and two round-table discussions, under the auspices of the Divisions on Child Care, Family Welfare, Public Welfare and Community Organization only being projected.

THE PROBLEM OF SUPPLEMENTARY RELIEF

FOOD, fuel, shelter and clothing, recognized on the part of the Dominion authorities, in the early years of the depression as the minimum essentials of life have become generally recognized as such on the part of all public authorities. Of course, the interpretation of the Criminal Code established food, shelter and clothing long ago as the necessities of life, and fuel would be a necessary implication in Canada in the winter season. While these needs were laid down in the early agreements with the Dominion as those to the relief of which they would contribute, no stipulation was ever placed upon a province or municipality as to the "extras" or amenities of life to which they, themselves, might add supplementary allowances. However, tradition and developing practice both operate in the direction of a gradual argument that the minimum essentials for the maintenance of life are an inescapable obligation upon the part of the public authority for people in absolute need, and that all those supplementary needs which rise above these mere minima of sustenance must come from voluntary assessment through voluntary giving.

Of course, no practice can be said to apply universally across Canada, and in some municipalities the municipal authorities do provide "extras", while in certain provinces additional services to those to which the federal power contributes are provided from the provincial treasury, notably medical care in Ontario.

Medical attendance has been included in interpretations under the Criminal Code as a necessity of life. Its non-provision by the Dominion power has been a matter rather of constitutional restrictions than of exclusion from this definition.

On the whole there has been an assumption that idle persons in need may, from intermittent earnings, meet some of these "extras", and the practice is fairly general of exempting some portion of income or earnings from the calculations of aid budgets on this ground.

Meanwhile, however, and particularly in the case of the family in agricultural districts, two things have been happening. Intermittent earnings or income have not been available, and long continued need has meant the wearing out of household equipment, mattresses, cooking utensils, dishes, etc. As a result, in recent months the whole question of supplementary need has been bothering both public and voluntary services.

Few Definite Provisions

In an examination of 74 representative municipalities for which the Council has been making compilations, it is evident that 13

have definitely made some provision, entirely at the cost of municipal funds, for these needs, generally with some restrictions such as extreme urgency, illness, etc. In five other municipalities the public department has a working agreement with some other service in the community for the provision of these "extras". In 56 centres no definite arrangement had been made, but in 21 of these voluntary services were "standing by" with reasonable probability that the more urgent needs would be met through voluntary funds.

One encouraging factor is that in many municipalities quite definite arrangements have been made for the provision of optical needs by special agreements between voluntary and public authorities, and in many the provision of garden plots and seeds is also assured.

Some of the voluntary agencies report that, even where no specific arrangement exists, relatives, friends, churches, service clubs and similar sources may be developed to assist in meeting these needs. Obviously where a public department makes no provision and where co-ordination is lacking between public and voluntary sources to assure a second line of defence, as it were, worry, uncertainty and suffering are bound to develop with harrowing circumstances arising for many families. It is not possible for the home to function with food that cannot be cooked for lack of utensils or stove; tables broken or bereft of dishes; clothing calling for repair without needles, thread, scissors or material with which to mend; beds falling apart or without bedding, etc. Malnourishment and ill health follow, and may add to the community's destitution and need.

A particular family was asked to list the absolute essentials needed, after three years with practically no income, when the father obtained work and applied for exemption in his earnings for certain replacements. This list included: two mattresses and one spring,—two beds being without any mattresses; four sheets and six pillow covers,—one sheet for each bed at present without sheets; two pairs blankets; towels and dishtowels; broom, dust pan, scrubbing brush and pail; tea pot, pots and pans; six cups, saucers, plates and bowls; two window blinds for front windows; repairs to the washing machine and wringer; relining for the stove fire-box, worn out; one pair of goloshes, and a prescription to fight vermin, because the family had had to move into a poorer area.

However, there are few problems which seem to call at the present time so urgently for more effective understanding and coordinated effort between the public and voluntary services in the average community as this one of supplementary relief.

C.W. - B.T.

GRIST TO BRITISH COLUMBIA'S MILL

AT the 1937 session of the Legislature a number of statutes affecting the health and welfare services administered by the Department of the Provincial Secretary were enacted. One of these, the Welfare Institutions Licensing Act, was completely new, while the others replaced or amended existing legislation.

Welfare Institutions Licensing Act

The purpose of this Act is to authorize some government control, through a system of licensing, of institutions that provide service, with or without charge, for underprivileged persons or persons in need of special protection. Previously there has been no such control, and a certain number of questionable institutions are known to be in operation which exploit inmates or do not offer them any advantages. A definite recommendation that such legislation should be enacted was made by the Commissioner, Mr. H. I. Bird, in the report of his investigation during 1937 of the two branches of the Home for the Friendless at Burnaby and Summerland.

Under this Act, private welfare institutions may operate only as they have licenses to be issued by a "Welfare Institutions Board", consisting of the Superintendent of Neglected Children, the Provincial Health Officer or his deputy, and not more than three other civil servants. Minimum conditions are laid down in the Act, with which licensed institutions must comply, and certain practices are forbidden, such as the advertising of children for adoption and the importation of destitute persons from other provinces or countries.

Mothers' Allowances Act

This Act does not differ in any important respect from the "Mothers' Pensions Act", which it replaces, although in many cases sections taken from the old Act have been re-worded and reorganized in order to obtain greater clarity. It is believed that the new Act will be somewhat simpler to administer.

This legislation, which has been in effect in British Columbia since 1920, provides for the payment of a monthly allowance to a woman, with a child or children under 16 years of age, who is a widow or has been deserted by her husband for at least two years, or whose husband is an inmate of a penitentiary or mental hospital or is otherwise unable to support his family on account of total disability. The provisions governing the eligibility of foster mothers are broadened slightly in the new Act. Other

requirements to be met are certain residence and property qualifications and approval by the Superintendent of Welfare of the mother's fitness to care for the children. The maximum amounts payable to a beneficiary are \$42.50 per month in respect of a woman and one child, and \$7.50 per month in respect of each additional child or an incapacitated husband residing in the home.

A new and interesting provision enables the Province of British Columbia to enter into a reciprocal agreement with any other province. Such an agreement would enable a "resident" of the one province to receive a mothers' allowance after having moved to the second province, providing all other requirements had been met. Responsibility for the costs of any such allowance granted would, of course, be subject to the terms of the agreement.

A minor change is the deletion of the provisions of the old Act regarding municipal contributions, which are now obsolete. The new Act, which came into effect on January 1, 1938, continues the provision for an Advisory Board. The personnel of this Board as appointed in August, 1936, remains unchanged.

Industrial School for Boys Act Industrial School for Girls Act

The main purpose of these two Acts is to implement the recommendation of the Advisory Committee on Juvenile Delinquency, (see page 00) that the provisions of the Provincial Industrial School Acts should be in line with those of the Dominion Juvenile Delinquents Act. The Federal Act does not clearly include incorrigibility within the category of "delinquency", since it is apparently beyond the legislative power of the Dominion to declare that a "condition" such as incorrigibility shall be dealt with by criminal law. It is now required that any boy or girl brought before the judge of any juvenile court under the provisions of the Industrial School Acts shall be dealt with in the manner prescribed for dealing with juvenile delinquents in the Juvenile Delinquents Act. In effect, therefore, incorrigibility is brought within the category of delinquency in British Columbia, and the enlightened and humane procedure set forth in the Juvenile Delinquents Act becomes mandatory for all judges dealing with delinquency cases.

The two Acts are substantially the same so that the legislation governing these two institutions is now uniform. Sections of both the old Industrial School Act and the Industrial Home for Girls Act, somewhat altered, have been incorporated in the new Acts, which are therefore, in many respects, a composite of the best provisions previously in force. As a result, unnecessary,

obsolete or undesirable provisions have been cut out and a few new provisions have been added so that the legislation is in line with present administrative policy.

Hospital Act Amendment Act, 1937

This Act represents another move in the hospital programme of the Government which is designed to reduce unnecessary hospitalization, to improve hospital revenues and to reduce hospital costs. Two major steps which have already been taken are the appointment of a full-time Inspector of Hospitals on April 1, 1937, and the adoption of new regulations under the Hospital Act in November, 1937.

An important change in the Hospital Act, which is made by this amendment, is the redefinition of "days' treatment". The old definition included the day of a patient's admission to hospital, all succeeding days spent in hospital and the day of his discharge. The new definition, which counts the day of admission and all succeeding days, but not the day of discharge, is generally recognized by leading authorities in Canada and the United States and is endorsed by the American Hospital Council, the Canadian Hospital Council and the Dominion Bureau of Statistics.

Minor changes in the system of municipal grants to hospitals are also made as a result of the elimination of the so-called "emergency clause", under which a municipality was only obligated to make per diem payments for its own residents to a hospital to which it was the chief contributor, apart from the Government, except in special cases, and the elimination also of the "special agreement" clause under which the municipality might pay a lump sum to a particular hospital in lieu of a per diem payment of 70 cents per day for each of its residents who obtained treatment in that hospital.

The provisions of the Hospital Act are also amended to bring them into line with the provisions of the "Residence and Responsibility Act", adopted in 1936, which lays down rules to determine whether or not any person is a resident of a given municipality.

Provincial Infirmaries Act

This Act replaces the Provincial Home for Incurables Act which authorized the Government to maintain the institution known as the Provincial Home for Incurables. This institution now becomes the Provincial Infirmary, Marpole, and provision is made for the establishment without special legislation of other infirmaries besides that at Marpole. The purpose of the infirmary

is to care for chronic or convalescent patients who do not require general hospital or other special hospital treatment. Additional provisions are included to bring the Act governing the Marpole institution into line with other legislation administered by the Department of the Provincial Secretary on such points as charges upon municipalities or upon patients themselves, and authority to handle the estates of patients .

Miscellaneous

Minor amendments to several Acts were also passed.

The *Residence and Responsibility Act* was amended to make small changes which the experience of the past year has shown to be desirable and to make possible the issuance of regulations governing the movement of destitute persons from one place to another.

The *Adoption Act* amendment allows a broader measure of discretion to the court in exercising its power, in special cases, to dispense with the consent of the parent or guardian of a child as a prerequisite to adoption. It is not considered, however, that this amendment will break down the general principle that no child should be adopted without the consent of its parent or guardian (if any), except in unusual cases.

Under the amendment to the *Mental Hospitals Act* provision is made for the municipality to recover any transportation or other costs which have been incurred in connection with the commitment of a person to a mental hospital from that person or from his responsible relatives.

The purpose of the *Home for the Aged Act* amendment is to delete the obsolete provision regarding municipal contributions and to enable maintenance charges to be assessed more easily against the estate of a patient.

The *Health Act* amendment sets out minimum standards of qualifications for sanitary inspectors, and provides for the deletion of an unnecessary provision governing the assessment and distribution of costs of isolating cases of infectious diseases.

The *Marriage Act* amendment merely clarifies the section regarding application to a judge for permission to marry in a case where consent to the marriage of a minor is unobtainable.

H. M. C.



FAMILY WELFARE AND RELATED PROBLEMS

WELCOME WINNIPEG

THE new Family Bureau of Winnipeg has been in existence a little over a year. In 1934 a Survey was made by the Canadian Welfare Council of the social services in Winnipeg, bearing primarily on family welfare and related services. One recommendation proposed the creation of an inclusive private family service bureau, and accordingly in October 1936, the Family Bureau was set up, with Miss Elin Anderson as Executive Director.

In 1908 one of the first private family work agencies inland had been established in Winnipeg under the name of the Associated Charities, but largely as a result of the war and the changed conditions following it, this agency was absorbed into the public services, and with modifications, became the social Welfare Commission. The new bureau might therefore be described as a reburgeoning of an original growth in the community.

During the year that the Family Bureau has been in existence, it has been in contact with five hundred families. Out of this number, eighty-two were given information or direction only, and twelve were investigated as a service to out-of-town agencies. The remaining four hundred and six families received care as clients of the Bureau. Two hundred and thirty-seven of the four hundred and six have been accepted by the Bureau for continued care. Forty-three per cent. of the families known to the Bureau in this first year of its existence, have been given some form of material relief. In the analysis of two problems in which these families have sought help, economic difficulties of some kind or another recur twice or more frequently than any other single factor. Social problems of various kinds, including legal entanglements, non-support, domestic difficulties, and the destitution which results from families finding themselves without residence and requiring assistance, are the other major contributors to maladjustment.

One hundred and fifty-two families were referred to the new agency by the Relief Department; one hundred and twenty-five by churches, private individuals and schools; one hundred and twenty-nine by the Children's Aid Society and other welfare organizations. The large number referred by the Relief Depart-

ment can be partially explained by the fact that the Relief Department is of course, well known and likely to be the first "port of call" of the applicant for assistance.

The Bureau's work has covered greater Winnipeg particularly the outlying municipalities of St. James, West Kildonan, St. Vital, St. Boniface and St. Norbert.

Peculiarly enough, the north end of Winnipeg, where there has been a good deal of destitution in the last few years, has not contributed many families to the Bureau's case load. The greater number have come from congested business and residential areas in the centre of the city.

Almost half the families known to the new agency were previously known to some other agency in the City. A fair proportion of them have been known to a health agency only. A large proportion have not necessarily been on relief, but belong to the marginal group of families who are struggling along on insufficient income and continually facing financial crisis after crisis, once any unusual incident brings unforeseen demands on the family purse.

A special undertaking of the new Family Bureau is the Housekeeper Service which was formerly under the Children's Bureau but was transferred to the Family Bureau in the January 1937. Housekeeper service was provided to eighty-seven families during the first eight months of its operation and sixty-seven families were then receiving help from forty housekeepers, twenty-six of these living full-time in the homes; six working daily, but going home at night; and eight workers spending from one to three days a week with several families. The average family served included the father and mother, and four or five children.

In 1937, Miss Johannesson of the Toronto School was appointed Supervisor of the Case Work Division, and Miss Fredda Peden Supervisor of the Housekeeper Service. The report is available in printed form and should prove interesting and stimulating to Canadian family agencies generally.

M.T.

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CONGRATULATIONS TO MISS ANDERSON

Miss Elin Anderson, Executive Secretary of the Family Welfare Bureau of Winnipeg, is to be congratulated on a "double first", the receipt of her Ph.D. degree and in the process an award of one thousand dollars as a prize for her thesis "We Americans"—a study on racial assimilations and adjustments of French Canadians in the New England States.

CANADA'S OLDEST FAMILY AGENCY

(Summary of the Thirty-Seventh Annual Report of the
Family Welfare Association of Montreal)

THE annual report of the largest family agency in the metropolis is a story of the difficulties facing private family social work, in a day of suddenly shifting policies in unemployment and general relief. Because of the absence of any municipal welfare department in Montreal, the situation there is more acute than in some other centres, but nevertheless reflects what has been happening in a number of Canadian cities when sudden changes in policies and regulations are effected without regard to experience in relief administration, or in the general field of social work. A sudden change of policy is decided upon to meet a contingency that has recently arisen: with little thought or realization as to the actual results of this change of policy in the lives of the people concerned. Some passages in the Montreal report are as incredible as they are grimly amusing. For example, a ruling comes through that no *deserted woman or unmarried mother* who has her children with her is eligible for unemployment relief, unless living with the father of the children concerned. Widows are arbitrarily cut off the relief lists because Quebec Government has enacted Mothers' Allowance provisions but the civic authorities make no allowance for the fact that the Mothers' Allowance Act is not yet in operation, and that some weeks or months must necessarily elapse before these widows and their children can be admitted to its benefits.

The Family Welfare Association of Montreal is a private family agency serving the Protestant group in the city of Montreal. It is financed by voluntary subscriptions which are collected through the Financial Federation. These collections, together with a small sum of money from endowments and trust funds, and a Provincial grant to care for some of the aged, amounted last year to approximately \$227,700.00.

In spite of these large contributions, the Association's account was overdrawn to the amount of \$20,000, due to such emergency needs as suggested by these "ups and downs" in civic welfare policy.

In a valuable opening section the report defines the proper work of a family agency. It endeavours to give assistance or service to individual families on a basis of their particular need. The Association's staff are retained to assure that as rapidly as possible families coming to them for help or assistance should return to a self-maintaining and self-directing position in the community. And, the report argues, it is impossible for any

organization to give satisfactory help without knowing the circumstances and attitudes of the people concerned. It is not possible to know people adequately in a hurry. Such situations as have developed in these and other emergencies have forced the Association to broaden the scope of its work to include much, which it feels to be outside its proper sphere. This additional work hampers to a large extent the adequate functioning of the Society as a private family work agency, making it impossible at present to do a really complete job.

Contributing to this feeling of inadequacy and of extra pressure are such serious difficulties as arise in the matter of residence. The city of Montreal has stated that continuous residence in the city from May 1st, 1934, must be established for eligibility for unemployment relief. An absence of not more than 100 days from the city during this period is allowed. If continuous residence cannot be proved during this period, or if there has been absence from the city, whether working or not, for longer than this 3½ months period, there is an alternative of proving continuous residence from May 1st, 1924 to January 1st, 1930. If this continuous residence cannot be proven unemployment relief cannot be granted. Identification cards issued by the Unemployment Relief Commission are only issued to those qualified under these residence regulations. The reports adds :

" The City Council had planned to make a ruling that no one might vote unless he produced one of these cards with the voter's photograph in the corner, when he presented himself at the polling booth. However, the press announces that this ruling will not be put through this year, as time is too short to arrange all the photography before the election; it will therefore have to remain in abeyance until 1940 and incidentally the city will be saved Two Hundred and Forty Thousand Dollars (240,000.00). By that time we shall be in the anomalous position whereby a man who came to the City in 1935 will have been here five years, and can run for alderman, whereas the man who came on May 2nd, 1934, cannot even vote. "

Immediately adjoining Montreal are three municipalities—Outremont, Westmount, and Verdun—which also have their residence qualifications. To the casual observer they appear to be all one city. People are continually moving back and forth. These interlocking municipalities have always caused confusion in regard to residence. As far back as 1903, mention is made in the annual report of the Family Welfare Association of such difficulties.

As is only natural, the Montreal Unemployment Relief Commission is more than anxious to reduce the numbers on relief, and

is continually pressing that people should hunt for work but some of its policies are not conducive to people taking work when it is offered to them. If a man secures work he receives relief from the Unemployment Relief Commission for one week. A number of industrial firms and business places do not pay until two weeks or even a month after the job has been secured. There is often a blank of one week and sometimes of three weeks from the time relief is stopped until the time the man receives his first pay. As he must have been absolutely destitute to have received civic aid the question emerges as to what happens to him and his family during this period? Obviously some arrangement is needed by which business and industry and the Relief Commission can come to some joint agreement.

But supposing a man secures a job, he may be able to borrow money or run a grocery bill until he secures his first pay, and if so, he may be able to carry on for some time satisfactorily. He buys many essentials for his family. He probably has to get additional clothing for his work, and sometimes tools, and in hundreds of cases there are back debts that must be paid. He may have work for three months, or six months, or longer, and then lose it. He applies for unemployment relief, but his application is considered premature as he has not lived at the relief scale during the time he has been working. He may be able to show exactly how he has spent his money—how much he has paid off on debts, that he has bought shoes for his children and tools for himself. The relief office calculates the amount of money he has earned, how long it would last him at the relief rate, and he is ineligible for unemployment relief until that period of time has elapsed. How do such families manage? What happens to the children? It is easy to see that, faced with these regulations, many men prefer to continue with the comparative security of relief, rather than take any work offered, unless it seems definitely permanent.

Another difficulty is found in the rapid changes in policy of the Unemployment Relief Commission. It is stated that rules are made and rescinded with surprising frequency, and people are cut off relief for an infringement of a regulation that they were not conscious existed, and that a week previously did not exist.

There is one large group within the city of Montreal that finds itself in a particularly bad plight, and that is the unemployed woman. The report states: "Early in the Summer of 1937 it was decided that in Montreal women could not be regarded as bread winners, and therefore could not be accepted for Unemployment Relief". Large numbers were cut off under this ruling—

widows, women with illegitimate children, deserted and separated wives, and single women. All single women were ordered to return to their parents and this ruling held good even if their parents were living in another province or were receiving Old Age Pension.

This whole backwash of the fluctuating policies of the Unemployment Relief Commission affects overwhelmingly the volume of work of all private family agencies. The Family Welfare Association has struggled hard to get out from under the burden of these refused City cases, but during the year almost \$16,000 was spent on such cases where there was desperate need. It is obvious that the problem is entirely too large for voluntary charity to meet.

The Family Welfare Association reports that it has been obliged, on account of the pressure of this extra work, to close as many cases as possible, even though the case workers feel much more permanent good could be accomplished were the families concerned contacted over a longer period of time. The emergency tension at which the workers are compelled to carry on their different tasks hampers to a large extent the true service which the Association could give to the community.

Unfortunately the situation in Montreal is not unique. Privately financed social agencies are feeling the same pressure in a number of our cities, and are faced with the necessity of making some plan for starving families who two weeks previously were eligible for civic unemployment relief. It would seem that private philanthropy must sooner or later become bankrupt, and then what happens?

M. T.

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MISS OSTRY GOES TO MONTREAL

Miss Ethel Ostry, B.A., who is well and favourably known to welfare workers in Manitoba and Ontario, has been appointed Supervisor of the Family Welfare Division, Baron de Hirsch Institute, Federation of Jewish Philanthropies, Montreal, taking over February the twenty-first, 1938.

Miss Ostry is a graduate of the University of Manitoba and after a period of successful work for the Social Welfare Commission of Winnipeg and the Provincial Child Welfare Division, she came east to Toronto, joining the staff of the Neighborhood Workers' Association. Returning to Winnipeg for family reasons, she was supervisor of the Clothing Depot for the Greater Winnipeg Unemployment Advisory Board, in charge of home investigation services, until her recent resignation.



COMMUNITY ORGANIZATION

THE MONTREAL FINANCIAL FEDERATION

The annual meeting of the Financial Federation of Montreal which was held on February 21st reported that the campaign results in 1937—\$758,918—was the largest amount ever raised by Federation. Nearly 2,500 volunteers made possible the realization of 103.5 per cent of the campaign objective, and the addition of several thousand new subscribers. In sixteen campaigns Federation has raised ten million dollars, and in 1937 only 1.06 per cent of the campaign total was written off through pledges that could not be collected. However, recent years have placed their burdens on Federation and the Reserve Fund has been reduced to a negligible amount, while interest earnings have dropped from \$20,000 to approximately \$5,000.

Disbursements during 1937 were 25 per cent for the care of homeless children; 29 per cent for the relief of destitution; 23 per cent for health services to the needy; 16 per cent for recreational and educational work, particularly in the prevention of delinquency; one half of one per cent for prisoners' welfare; 6½ per cent for the Social Service Exchange, campaign costs, administration, etc.

The situation in family need in Montreal was reported as one causing serious concern. The elimination from so-called unemployment aid of families and individuals in the unemployable or social care group, and the absence of adequate municipal welfare provisions have given rise to a situation in which the Family Welfare Association is running behind at the rate of \$4,000 per month. Dr. Frank G. Pedley, Executive Director, states: "We are in accord with the principle that unemployment relief should not be given to unemployable persons, but private philanthropy is unable to bear the whole cost of relief to those not eligible for unemployment relief, and we have strongly recommended that the city organize a department of public welfare." While Col. Andrew Fleming, President of the Family Welfare Association, adds: "The time has come, for definition of the spheres of federal, provincial and municipal responsibility, and also of the respective fields of public and private charity, with respect to distress of unemployed employables and those who are permanently unemployable."

The meeting was the last one under the executive directorship of Dr. F. G. Pedley, who will retire from the post which he has held

in Federation since 1930, to become Medical Officer at McGill University. Dr. Pedley's successor has not yet been announced. Mr. J. E. Macpherson was elected Chairman of the new Board of Governors of Financial Federation, and Mr. Philip Fisher, Chairman of the Board of Directors.

C.W.

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THE MONTREAL COUNCIL OF SOCIAL AGENCIES

The Montreal Council is the oldest in Canada, having just concluded its eighteenth year of operation. During the year, no less than nine special committees operated.

Special Committees

One of these, on group work in recreation and informal education, was appointed to consider recommendations to the survey committee affecting agencies in this field, its most important recommendation being the expansion of the Daily Vacation Schools because of the impossibility of sending to summer camps the great proportion of the children requiring recreational and occupational interests in the summer months.

A committee on family welfare and problems of adult dependency recommended the creation of a central service for the collection, repair and distribution of used clothing and the supplying of new clothing for all clients of all Federation agencies, and possibly the development of activities to provide household furniture and utensils.

Another special committee on unemployed women recommended the institution of government supervised training centres for domestic workers whose graduates would be known as "certified household workers, and able to command a certain minimum in the way of wages and working conditions".

Another committee on "functional supervision" was necessitated by the importance placed on this term in the survey of agencies made by the Council. It concluded that this type of supervision as envisaged by the survey committee could hardly be applied effectively in social work practice, but that some scheme might be devised whereby agency policies, standards, and inter-agency relationships and similar problems requiring technical direction could be kept under constant review through appointment of a small group of executives representing the different classes of social agencies in Federation, and who would act in an advisory relationship to the executive director.

The committee on tutorship (child protection and guardianship in the other provinces) is engaged in a study of this complicated problem, while a committee on minimum standards for summer camps is self-explanatory.

The committee on nursery school education is working on the definition of objectives and standards for nursery school operation, while the committee on day nursery care is studying methods of day nurseries with special reference to foster day care. The committee on "Order of Precedence" is not as exciting as it sounds, for the Montreal Council is not going into ceremonial or academic dress. This committee is entrusted with the prosaic task of establishing the order of priority in which the claims for additional financial support of different agencies shall be considered.

Standing Committees

The usual standing committees of the Council continued to operate through the year. Of course, one of the most important of these is the Social Service Exchange. The Montreal Exchange is one of the largest in the Dominion, handling no less than 39,047 enquiries in the year, and serving 106 agencies.

As with all other Montreal agencies, the Council, of course, is concerned in the uncertainty of what is described as "the stormy relief picture" in Montreal. The Council's Executive Director, Dr. F. G. Pedley, was a member of the Civic Committee investigating unemployment relief administration, this officer being one of the signatories to the minority report recommending the continuance of the Unemployment Relief Commission. The whole situation brought to a head the question of "a basic system for the relief of destitute persons in Montreal". On October 18th the Board of Governors of the Council passed the following resolution which was also endorsed by the Board of Governors of Financial Federation :

"Resolved, that in view of the fact that many destitute individuals have been declared ineligible for unemployment relief, and that private philanthropy is unable to finance a larger relief load than at present, the City should be urged to create a Department of Public Welfare for the purpose of providing relief to those destitute individuals not eligible for unemployment relief."

The Council's annual report admirably summarizes its objective in this field :

"The creation of a Department of Public Welfare implies recognition of the principle that relief of destitution is a public

responsibility. So far the civic authorities have recognized only the principle that destitution due to unemployment is a public responsibility, provided its cost is shared by the Provincial and Federal authorities. But even this responsibility is not shouldered entirely, and one group of employable persons, the non-resident group, is ineligible in Montreal for public relief. This places a heavy burden on private philanthropy and each year the burden is increasing, for the municipal residence rule requires that an individual shall have been a resident of Montreal prior to May 1st, 1934. The authorities have been repeatedly requested to make adequate provision for non-residents, but Montreal, unlike other larger Canadian cities, has no machinery for handling this group of needy persons and the private agencies are further diverted from their proper field, by the compelling need to give assistance to many of these unfortunate people."

Copies of the report are available free upon application to the Council at 1421 Atwater Avenue.

C. W.

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LE CONSEIL CATHOLIQUE D'ETUDES ET DE SERVICE SOCIAL

The new Catholic Social Science and Service Council of Montreal held its second annual meeting in Montreal on February 11th. It represents a most important advisory and co-operative development in social work in the French Catholic charities of the metropolis. At the present time, it is operating through five special committees,—one on the Social Service Exchange, one on the problems of social case work, one on Christmas giving, one on an annual directory of Catholic social services in the city, and a committee on applications for membership.

In the course of the year the Council has built up what is possibly the most representative library on social work in the French language on this continent, and has provided a staff of five members for the office and exchange services. Most important of all, with the collaboration of His Excellency, the Archbishop of Montreal, L'Abbe Lucien Desmarais has been given the opportunity of a two year course in social work at the Catholic University of Washington, at the termination of which he will be associated with the Council. Mlle. Valin of the Council staff has received her diploma in social service, the first French-speaking woman in Canada to so graduate.

In the social service division a family service is gradually emerging, concentrating on service rather than material aid, which

is provided by the public authorities or collaborating agencies. The social service department is playing an increasingly important part as the liaison service between the English-speaking federations, Catholic and Protestant, and the various French-speaking charities. That it is meeting a real need is indicated by the fact that, although of recent creation, in 1937 no less than 1,440 new cases were dealt with. Of these, 18.9 per cent received material aid, indicating that the division is actually operating as a service agency. With the closing of the Catholic Society for the Protection and Instruction of Children, domestic relations cases and court cases have naturally become the responsibility of the social service division. References to the welfare division come from the clergy, responsible individuals, other social services and a large number from the public authorities, both provincial and municipal.

As with the English-speaking charities, so with the French-speaking, the uncertainty of the unemployment aid policy, changing regulations, the extremely difficult question of residence and non-residence, and the absence of a municipal welfare service are adding intolerably to the strain placed upon private philanthropy; although the extension of Old Age Pensions and the institution of Mothers' Allowances are held as constructive steps which will go far to make possible a more stable development of family social service for one of Canada's oldest communities,—the French-speaking population of the City of Montreal.

C. W.

* * *

MINIMUM STANDARDS FOR SUMMER CAMPS

In the spring, the social worker's fancy turns not lightly but rather heavily to summer camps, and the departure of winter is tinged somewhat with regret at the prospect of the task that awaits the agency and staff who must undertake the organization and financing to assure holidays to the thousands of boys and girls and weary mothers in the city homes of the Dominion.

The Montreal Council of Social Agencies has placed all social work in its debt by the issuance of an excellent report on minimum standards for summer camps. A well qualified committee has been at work for months and through a series of devoted sub-committees has compiled a document that may well become a text book for guidance in this field. In five sections, the report sets forth personnel requirements; programme; administration, financing, and registration; site, building and equipment; safety, health and nutrition sections, and contains an excellent bibliography on all the varied phases of camp organization and administration.

Address enquiries to the Montreal Council of Social Agencies,
1421 Atwater Ave., Montreal.

C. W.

NOTES AND COMMENT

REPORT OF ONTARIO PUBLIC WELFARE DEPARTMENT

THE fifth annual report of the Ontario Minister of Public Welfare, for the fiscal year 1935-36, covers a broad field of activity. The report immediately preceding covered only a portion of a year from November 1, 1934, to March 31, 1935, in order that new requirements of the newly determined fiscal year might be effective. The wide range of service given through this Department and described in the report includes mothers' allowances, old age pensions, child protection through the Children's Aid Society, education and training in the industrial schools and training schools, protection and care in refuges, foster homes under the Soldiers Aid Commission, and grants to the Ontario Society for Crippled Children through which curative and preventive work is effected. The Unemployment Relief Branch reported its services in unemployment assistance under the legislation and orders-in-council governing this department.

Mothers' Allowances

Radical alteration in the administration of Mothers' Allowances followed the passing of legislation to provide for the mother with one child. The report declares that the arguments against the law were based largely on the belief that the majority of these mothers with one child were young women with only one child. It has been noted that allowances to a number of those with larger families had been discontinued when only one child remained under the age of sixteen, and that great and unnecessary suffering resulted. The report expresses concern over the number of young families applying for allowance and the question is raised as to whether the deaths of many of the fathers are not preventable. "Many men", the report observes, "in ordinary circumstances neglect calling a doctor because they know they will not be able to pay the bill. Surely there is great need for some type of health insurance in this Province".

Old Age Pensions Commission

The end of the year under review saw 54,040 old persons on the pay-roll of the Commission. Improved business administration within the Department has made possible the handling of an unprecedentedly high load.

The work of investigating the needs of old people and their later supervision requires patience, deliberation and keen judgment, as indicated in the problems involved in inadequate birth registration; difficulties in proving naturalization, of clearly understanding property conditions with regard to mortgages, etc.; the later supervision of health conditions, and the inability of aged persons to direct their own affairs and to avoid exploitation by relatives, often add to the difficulties of the Government representative.

Children's Aid Branch

"Preventive services is the key-note of the new trend in child welfare work", the report declares. Thirty-one societies improved their grade standing in work of visiting wards, foster home placement, supervision of neglected children, the recording of their work, and in the leadership given to the community in regard to child protection.

"Although all the societies dealt with 23,393 children in their protective work for the year, it was only necessary", the report says, "to make 490 permanent wards and 608 temporary wards". This in itself emphasizes the value of and the increase in the preventive work of the societies. Collections on behalf of unmarried mothers under the care of the societies have shown a slight increase and the number of these persons appealing for assistance and direction at the various Children's Aid Societies' offices has increased.

Industrial Schools

The Alexandra School for girls was closed in 1936 when some of the girls were transferred to the Galt Training School and others to carefully chosen foster homes. The Schools then in operation were St. Joseph's, St. John's and St. Mary's.

Training Schools

Training Schools for girls at Galt, and for boys at Bowmanville during the year received girls and boys from Alexandra, Victoria and Mimico Industrial Schools. New problems exist in the present situation where plans must be made for academic work, and recreational and vocational training programmes in the one institution for these school children of normal and sub-normal intelligence. The ever broadening programmes in education, training, and recreation are certain to bring favourable results, it is believed.

The Soldiers Aid Commission of Ontario

In the year under review, re-organization in this Commission resulted in the closing of the hostel and removal of wards therefrom

to foster homes and places of employment. A skilled social service worker was employed to effect this change in practice.

Report on Refuges

Inspections were arranged through the Department of Public Welfare for 31 county, 44 city and 3 district refuges under Government supervision. There were 5,539 residents in these refuges in 1935. It has been the policy of the Department to set certain standards for these institutions, special attention being given to fire prevention, sanitation, ventilation, heating, dietary, etc. The average cost per day for each resident in the county refuges is 59c, in the city \$1.04, and in the district refuges, 79c. The total cost of these institutions was approximately \$1,661,000. The report notes that since this type of care is one of our oldest means of meeting social obligations to dependent persons, it is interesting to find a revived interest in raising standards of care and in giving real protection to persons so dependent.

Ontario Society for Crippled Children

Although this service is not a division of the Public Welfare Department, so substantial a government grant is made to the Society (the grant being approximately one-third of the total budget of the organization), that the Department includes a report of this work in its review of services. The Crippled Children Foundation Fund was incorporated to provide a greater participation by the public in the support of the work. The fund, which is in government bonds, stands at \$104,000, and the interest only was used by the Society during the year. A notable development in the organization was the appointment of a district supervisor who was a trained nurse with hospital social service experience. A survey of Northern Ontario with its special needs was made and a clinic provided. The Society began the publication of a bi-monthly magazine, "The Horizon".

Unemployment Relief Branch

During the year under review the Dominion Grant in Aid was reduced by 25 per cent. Reductions in expenditure on behalf of relief recipients were evident in returns made from five of the larger Ontario municipalities. Improved conditions in mining and lumbering had reacted to the benefit of the relief situation in the northern part of the Province.

The report also includes detailed information in regard to individual institutions concerned, statistics finances, etc. B. T.

VOCATIONAL TRAINING AND UNEMPLOYED YOUTH

A special committee of the Victoria Council of Social Agencies has been studying the relationship between education and employment of young people in the Island City. It is reported that after nearly eight years of contracted occupational demand no adequate survey has yet been made of the number of young men and women who have finished their training and are in search of work, and that no survey has been made to estimate the number of those who, this year and within the next three to four years, will be finishing school and added to the employment market. From such studies as the Victoria Council has been able to make, it appears that there must be a quarter million, young men and young women, between the ages of eighteen and twenty-five, who have completed their training and are idle in the Dominion to-day. The committee claims that the lack of openings for these young men and women is a problem causing serious anxiety to parents, and, in many cases, despondency and indifference on the part of young people themselves in almost every home in every community across the country.

While recognizing the value of the million dollars made available from the Dominion Government for the initiation of youth training programmes, and expressing gratification at the vocational training being conducted by the Province of British Columbia and the civic authorities, the committee considers that correlation between training and industry is not nearly as complete as circumstances demand, and that there is a growing need for trained men and women in many lines of activity. The schools, industry, other lines of gainful occupation, and youth must be brought together, and the building up of an interested and responsible public opinion is the means to that end.

The Victoria Council urges representation to the Dominion and provincial authorities for the continuance, and for substantial increase, in the youth training plans initiated this year. It urges federal, provincial, municipal and voluntary co-operation to gather the essential data in Greater Victoria in respect to the actual or potential supply of youth available for gainful occupation. It urges that the Employment Service be placed in charge of a study of occupational openings and that vocational offices should be developed in association with the schools and the sources of gainful employment. While commending the training in forestry and mining under the new Dominion-Provincial scheme, it urges the extension of this service and the development of facilities for training for shipping, fishing, and similar maritime pursuits at the Pacific Coast.

C. W.

BOOK NOTES

UNEMPLOYMENT ASSISTANCE IN BRITAIN

THERE has just come from the pen of Mr. R. C. Davison, whom, it will be remembered, the Canadian Welfare Council and the National Council of Education brought to Canada in 1932, a comprehensive treatment of "British Unemployment Policy".*

This study, reviewed in "The Times" of February 8th, recalls that in the short period of seven years the plan of social services for the unemployed of Great Britain has been completely transformed. From this we quote :

"Before the establishment of the system of "transitional payments" the two means of help for the unemployed were the insurance scheme, providing benefit as a covenanted right, and the Poor Law relief of destitution. The insurance scheme was in danger of foundering under a load of uncovenanted liability. To save large masses of men from the necessity of asking for relief the financial safeguards of the insurance scheme had been broken and its fund was heavily in debt.

In the depth of the industrial and financial crisis of 1931 the reform of the plan began. The scheme of insurance was re-established on a firm financial footing and there was evolved the national scheme of unemployment assistance with a centralized administration which dispensed relief subject to a test of need. By and by the insurance scheme was extended and its benefits were enlarged as the tide of industrial activity augmented its resources. A separate insurance scheme was established for agriculture.

The New System

Rapid though these changes have been they have come by degrees and the gradualness may have concealed the extent and the significance of the transition. It was not made without disturbance, but the outcry was directed against the first scales of relief—which had been compiled with insufficient knowledge of local circumstances—and the means test, and not against the new system of assistance. The equality which the Board set out to establish, and which is still expressed in its regulations and scales, has been greatly modified in practice. In the result the Board has forged a new and flexible instrument of relief by endowing its officers with a guarded but genuine power of discretion. It is the story of this great experiment and its success—perhaps it should at present be described as interim success—that Mr. Davison tells in an admirable narrative which traces the causes and the conse-

* Longmans, Green & Co. 7/6.

quences of the successive stages of a reform which would have followed another course if the opinion of the Treasury had not prevailed against that of a Royal Commission. Mr. Davison, who writes with knowledge and judgment, gives the Unemployment Assistance Board much praise for its achievement. He also raises in the mind of the reader the question whether this is the last or a transitional stage in the development of the system of relief of needs due to poverty. The U.A.B. occupies a not quite easy position between the insurance service and the Poor Law."

* * * *

*A HANDBOOK OF INTERNATIONAL ORGANISATIONS***

(Associations, Bureaux, Committees, etc.)

THE Secretariat of the League of Nations has just published a new English edition of the Handbook of International Organisations, which is a companion copy to the last year's French edition. The volume gives, on nearly 500 pages, the names, addresses, names of officers, notes on finances, objects and activity, and other details of nearly 760 international organisations. Included are international bureaux placed under the direction of the League, official central bureaux and private associations and federations in so far as they have international objects and are not run for profit.

In order to facilitate the use of the Handbook, the organisations have been classified according to their objects or activities in the following groups: Politics and International Relations (Pacifism); Religion (Humanitarianism and Morals); Arts and Sciences; Education; Students' and University Organisations; Medicine and Hygiene; Law and Administration; Press; Feminis; Labour and Professions; Agriculture, Economics and Finance; Trade and Industry; Communications and Transit; Sports and Tourism; Miscellaneous. In addition, three indexes have been provided for further convenience of the user: a subject index, an alphabetical index, and a geographical index. From the last, it appears that nearly half the total number of international organisations have their seats in France and Switzerland. There are 183 in France (172 in Paris alone), and 140 in Switzerland (80 in Geneva). Great Britain follows next with 78 organisations, and Belgium close behind with 77.

The Handbook will prove invaluable to all those who are engaged in international life.

** Series of League of Nations Publications 1937.XII.B.4. 491 pages. Price 12/6d: \$3.00.

WITH THE KINDERGARTNERS

TOPICS OF INTEREST THIS MONTH

HOW DO YOU TEACH MUSIC?

..... "The Kindergarten child shows a natural response to music in bodily activity: therefore the Kindergarten must plan many music situations to provide for this and to put it to further use in raising the standard of response. With this in view, the general set up of the Kindergarten day is so correlated that a definite period for music may not appear, and yet the child is being exposed to music experience, more or less, from the time he enters in the morning to the time when he finally walks out of the Kindergarten to the strains of some music that perhaps he himself has chosen. Songs, Rhythms, Stories, Picture and Language are all so intimately related to music that, happily, for the child there is no escape.

..... "Music cannot be fully appreciated by the child unless it fits a particular mood. So that group appreciation must fit some particular group mood. This may come from a work situation, or if not first-hand experience from a story or a picture."

USEFUL RECORDS

Lullaby.....	(Brahms).....	Columbia A 3120
Little Sandman .....	.....	.....
Riders Story.....	(Schumann) .....	.....
Children's Dance.....	(German).....	Columbia A 3124
Hallowe'en Rhythm	(Heller).....	.....
The Train	(Mendelssohn).....	.....
La Cinquantaine	(Gabriel Marie).....	.....
The Elf Dance.....	(Spindler).....	Columbia A 3160
The Dwarfs	(Reinhold).....	.....
The Witch	(MacDowell).....	.....
In The Clock Store .....	.....	Columbia A 5684
Norwegian Mountain March .....	.....	Victor 17160-A

GLADYS DICKSON, Toronto.

Excerpts

*"We must always remember that we are not teaching dancing but teaching children', is timely advice for everyone of us. As there is a marked difference in the rhythmic ability of children: 'We must be careful not to call attention to the clumsy, movements of a child but rather help that child by doing the movements with him or near him'.

* (From a report made by Miss E. Howie of London, illustrating the teaching of Rhythm as demonstrated by Miss Florence Jamieson, Supervisor of Eurhythmics of the Ottawa Public Schools).

..... 'A child often remembers adverse criticism long after the lesson is forgotten. Praise the effort but do not call attention to mistakes as it hinders progress. It is better for a child to try, even if he does not succeed at once, than for him to be afraid to try.'

..... In all Miss Jamieson's work with the children she never allowed them to lag in any rhythmic activity. She emphasized the fact that all music, with little children, should be well accented and evenly played.

..... As little children have not learned the art of poise and balance, marching, running, skipping forward and backward are all helpful exercises in assisting the child to control his body.

..... 'The teacher must arouse a thought in the mind of the child which he can express in some natural outward movement.

..... We must learn to listen to the music and do just what the music says.' "

* * *

*"Music may be introduced into the nursery school in two ways, either as a form of free expression, or as an organized activity under adult supervision. In the first instance the objective is to develop an awareness of melody and rhythm and to stimulate the child to spontaneous effort, indirectly, by introducing music and musical instruments into his free play environment. . . . In the second method the adult directs the child's musical activities with the definite aim of developing an ability to listen to and to enjoy music, to follow a tune, to participate in group singing, and to recognize and reproduce rhythm. The underlying principle in this case is that, by instruction, it is possible to develop a skill which will increase accomplishment and so will provide a more satisfying experience and will insure progressive development. The use of this method does not imply that free musical activity be curtailed but rather that free activity be supplemented by instruction."

..... "In teaching the pre-school child to sing, actual verbal instruction is of little avail, for the child is not sufficiently aware nor in control of his singing faculties. The adult should begin by suggesting that the child listen to the music played, and to the group singing, and urge him to participate in the finger plays accompanying the songs."

..... "Although it is necessary to separate the age groups for most of their musical play because of differences in ability, it will be found that the younger group will progress more rapidly if it is allowed to join the other children periodically. The two-year-old should not be urged too directly to sing."

* (Quotations from *Nursery Education* by Blatz, W. E., Millichamp, D. A., and Fletcher, M. I. Pub. Wm. Morrow Company, New York, 1935).

..... "His first singing is seldom tuneful. He repeats parts of the songs in a monotone and at his own rate. The ability to carry a tune and to keep time is developed very slowly in the average child."

..... "Singing without action is an advanced form of musical attainment at the pre-school level and therefore to be attempted only with the older group."

..... "In addition to tune and time the pre-school child may be taught to sing softly and to vary the intensity from loud to soft on the suggestion of the adult. The child will tend to shout with enthusiasm if not directed otherwise."

..... "Songs for the pre-school child should have a melodic range within the octave D to D. . . . They should be short and constructed in brief units, each containing a single idea. . . . The use of repetition, refrain, enumeration and mimicry will enhance the enjoyment and make learning easier."

BOOK NEWS

Ping and the Houseboat:—Being a splendid example of how a familiar story may be made the central theme of a Kindergarten project. Carefully outlined, it would, as it stands, make a delightful Easter project. Mildred H. Marshall, *American Childhood*, Feb. 1938.

Where Does Discipline Begin?:—"The authority you have must be that of a person who is herself disciplined, who rarely loses her temper, who is not always asking the child to cooperate with her but also offers to cooperate with him. Helen Burgess, *Child Study*, Jan. 1938.

Childhood Educational Series (published by Boston, Houghton Mifflin Co. 1937).

Play (Vol. II):—Progressive Education says of this book it "embodies the best modern theories made simple and practical lists of equipment and suggestions for the ways of handling some of the more common problems of children by means of play prescription". Rose H. Alschuler and Christine Heinig.

Nature (Vol. III):—" a book for those who wish to help young children of five to nine become more aware of the beauties in the universe around them". Bertha Stevens.

An Experiment in Character Education through Musical Experience:—"A study of the history of civilization indicates that spontaneous rhythm has woven itself into the lives of all people primitive and modern." *Educational Method*, April 1937, Vol. XVI. Florence M. Painter.

Children's Social Adjustments in the Nursery School:—"Nursery Schools tend to accomplish the rare achievement of promoting the

child's sociability and at the same time fostering his individuality and independence"—but—"more could be done than actually is if the teachers would use less of the hands off policy and actually take more of a hand in helping individual children in specific ways. A. T. Jersild and M. D. Fite, *Journal of Experimental Education*, Dec. 1937.

Teacher Techniques in the Nursery School Lunch Period:—"The more successful teacher accomplishes the same or better results with a minimum amount of activity." G. M. Borgeson, *Journal of Experimental Education*, Dec. 1937.

Books of the Year for Children:—Selected by the Children's Book Committee of the Child Study Association, *Child Study*, Dec. 1937.

Parents Look at Modern Education:—"It pictures the schools endeavouring to adapt their work to children of different ages in the light of an increased knowledge of what they are like as little human beings". By Winnifred E. Bain. Pub. D. Appleton-Century Co. Inc., N.Y., 1935.

School Begins at Two.—A book for teachers and parents from the manuscripts of Harriet Johnson, an active worker in the pre-school field for 17 years. Pub. New Republic, Inc. N.Y. 1936.

LOCAL NEWS

TO THE Members of the National Federation of Kindergarten, Nursery School and Kindergarten Primary Teachers:—Your Executive for the years 1937 and 1938 would like at this time to remind all whom it represents that it is ready and anxious to act on their behalf in carrying out the three objectives of the Federation, namely, companionship, cooperation, expansion. Two years must elapse before the Federation comes together again. During this time each member carries, individually, the responsibility of these objectives. The Executive as the machinery through which any and all members may work has planned by means of this Bulletin and other available channels to make membership for these two years interesting and worthwhile. However, the Executive can be of real value only if each member will make use of it in the promotion of Federation objectives in her own sphere of activity.

* * *

The Ontario Educational Association is holding its Annual Convention on April the nineteenth and twentieth. Special sessions are being arranged for the Kindergarten teachers.

* * *

An Educational Exposition is to be held in the Hamilton Armories March 21st, April 1st and 2nd. All phases of Kindergarten work will be displayed. As a feature rhythm bands, etc., will be demonstrated.

A magazine of action pictures has been compiled. Copies will be mailed on receipt of 30 cents. Address—Mr. Frank Gillon, Westdale Collegiate, Hamilton.

The National Exhibition of Children's Art is at present in Vancouver.

* * *

A display of art of children up to the age of seven will commence in May and continue all summer at the Toronto Art Gallery.

* * *

A display of children's books is now being held at the Children's Book House, Toronto. Lists of these books may be obtained by forwarding postage to the Library, 40 St. George St., Toronto.

* * *

Toronto Children Players:—All those interested in the theatre movement for children will be glad to hear that the Toronto Children Players, under the auspices of the Toronto Kindergarten Association, have performed during the winter months to capacity houses. The Association feels that these plays for children and by children have proved a truly worthwhile project.

The February performance included a prize winner from the Children's Play Bureau, "The Dragon's Bride", which is a Chinese version of "Beauty and the Beast". "Little Square Toes" and "Half Baked Magic" are among the entries for the Drama Festival this spring.

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Several members of the London Froebel Society plan to attend the forty-fifth Annual Convention of the Association for Childhood Education at Cincinnati, April 19-23, 1938.

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THE TEACHERS' NOTEBOOK

A list of those songs, rhythms and records found most successful by the members of our Federation is being compiled and will be forwarded to each member.

As a sequel to the music article in this issue, we wish to announce the topic "Art" for the forthcoming issue.

* * *

The Committee would like to correct an unfortunate omission,—the article in the last issue reporting the Japanese Conference of Teachers was contributed by Miss B. Russell of Toronto.

- No. 88. The Visiting Housekeeper.
 No. 89. The Central Bureau in the Catholic Welfare Programme.
 No. 90. The Day Nursery in the Programme of Child Care.
 No. 91. Sample Food Budgets and Reprints of the Section on Menus and Budgets. (1c each).
 No. 92. Fair Time for the Nurse.
 No. 93. Posture: Body Mechanics.
 No. 93A. Good Posture.
 No. 94. Ophthalmia Neonatorum. (Babies' Sore Eyes). (French and English).
 No. 95. The Bewildered Community To-day — Canada, 1934.
 No. 96. The Cross-Eyed and Squinting Child. (French and English).
 No. 97. Infantile Paralysis. (French and English).
 No. 98. Welfare Legislation in Canada and Her Provinces, 1934.
 No. 99. A Lay Man's Summary of The Employment and Social Insurance Act, Canada 1935. (10c).
 No. 100. Child Care Within the Institution — A Mental Hygiene Approach.
 No. 101. Need Our Mothers Die? — A Study of Maternal Mortality in Canada.
 No. 102. Need Our Mothers Die? — Part I.
 No. 103. Trimesters of Pregnancy.
 No. 104. Respiratory Diseases in Young Children.
 No. 105. Common Sense in a Chaotic World. (Outline of Services of Canadian Welfare Council). 1936.
 No. 106. Family Relief in Canada and the United States.
 No. 107. Toward National Wellbeing.
 No. 108. Social Work at the League of Nations.
 No. 109. Mothers' Allowances.
 No. 110. Britain's Social Aid and Ours.
 No. 111. Social Work and the People's Health.
 No. 112. Fruit and Vegetable Folder (2c).
 No. 113. Suggestions for the Use of the Fruit and Vegetable Folder (1c).
 No. 114. Recreation and Leisure Time Services in Canada (15c).

Supplements to "Child and Family Welfare":

Canadian Cavalcade 1935-1936. (15c).

Problems in The Social Administration of General and Unemployment Relief, Canada, 1931.

Reprints

- | | |
|--|---|
| (1) Some Considerations re Health Insurance. | (17) Foster Family Care for Children. |
| (2) Some Considerations re Unemployment Insurance. | (18) 'No Man's' Child Seeks Justice from the World. |
| (3) Administration of Clothing Relief. | (19) Child Care and Protection in the Community. |
| (4) Activities of the Department of Public Welfare, Toronto. | (20) The Contribution of Social Work to the Life of To-day. |
| (5) Child Protection in England and Wales. | (21) Organising Resources for Community Needs. |
| (6) The Essentials of a Relief Programme for Canada. | (22) What a Health Service can mean to a Community. |
| (7) Rental or Shelter Allowances. | (23) The Relief Outlook in Canada — Winter 1936-1937. |
| (8) Men and His Leisure. | (24) Hospital Social Service. |
| (9) The Unattached Woman in Canada. | (25) The Social Service Exchange. |
| (10) Parent Education and Social Work. | (26) Private Home Work—What it has to offer the Community Enrichment. |
| (11) What is Wrong with our Christmas Giving? | (27) Keynotes to Success in a Community Chest. |
| (12) Britain's Social Services. | (28) Some Notes on Public Assistance and Relief in Great Britain. |
| (13) The Relief of Unemployment. | (29) In Home and Office: In Factory and Shop. |
| (14) An Address by His Excellency the Governor General to the Ottawa Welfare Bureau. | |
| (15) Social Work and the Community. | |
| (16) Health Pitfalls and Tragedies of the Pre-school Child. | |

Recent Statements on Relief Trend in Canada:

*The Relief Outlook — December 1934.

A National Relief Plan, An Urgent Need — February, 1935.

The Relief Outlook — Winter 1935-1936; Winter 1936-1937; Winter 1937-1938.

L.T.A. Publ'n. No. 1-12 Recreation Bulletins dealing with various phases of recreation are available on request.

L.T.A. Publ'n. No. 13. Community Gardens.

Charts — (Wall Size) —

- No. 1. 7, 10, 14. Infant Mortality Rates in Sixty Canadian Cities (Statistics 1924, 1925, 1926, 1928).
 No. 2. 12, 16. Is Your District Safe for Babies? (Rural Infant Mortality Rates, 1925, 1926, 1928).
 *No. 17A-c-c. Does Your City Lose Its Babies? Statistical Report of Infant Mortality in Cities of Canada. (Five Year Comparison, 1926-30). 1932.
 No. 3. 8, 11, 15. Why Our Babies Die. (Statistics, 1925, 1926, 1927, 1928).
 *No. 4. Illiteracy Breeds Illiteracy, 1921 Census.
 *No. 5. The Vicious Treadmill (Illiteracy in Cities — 1921 Census).
 *No. 6. Child Placing is Child Saving.
 *No. 7. "The Pre-School Days".
 *No. 13. A Blot on the Map of Canada. (English and French).

Posters (at cost) — No. 1. "The Gay Adventurers."

No. 2. "The Protection of the Child."

No. 3. "Every Canadian's Heritage."

*No. 4. "Baby's Stomach is Very Small."

*No. 5. "Have You a Clean Bill of Health?"

No. 6. "The Forridge Party."

No. 7. "The Sun Baby."

No. 8. "The Pre-School Days."

Pre-Natal Letters — (In English and French) — A series of nine letters giving pre-natal help and advice. (Free).

Post-Natal Letters — (In English and French) — A series of seventeen letters giving post-natal help and advice. (Free).

Pre-School Letters — (In English and French) — Five series of seventeen letters, covering the years from one to six in the child's life.

Child Welfare Problems in Habit Formation and Training — (A series of six pamphlets). (Free).

Patterns — Layette Patterns and Patterns for Abdominal and Hose Supports. (At cost).

Diet Folders — Series 1, 2, 3, 4, 5 — dealing with the child's diet from birth to school age. (At cost).

Health Record Forms — For the use of physicians, clinics, conferences, etc. (At cost).

Record Forms — (1) Child's History. (2) Family History. For the use of children's agencies, institutions, etc. (At cost). (3) Physical Record Forms for Institutions. (At cost).

Annually — Proceedings and Papers of the Annual Meeting and Conference.

Official Organ — "Child and Family Welfare," issued bi-monthly. (\$1.00 per year).

* Posters — Out of Print.

Canadian Welfare Council

Founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Federal Department of Health.
COUNCIL HOUSE, 345 COOPER ST., OTTAWA, CANADA.

OBJECT.

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

METHODS.

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

MEMBERSHIP.

The membership shall be of two groups, organization and individual.

- (1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their program, articles of incorporation, or other statement of incorporation.
- (2) Individual membership shall be open to any individual interested in or engaged in welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada, or not.

FEES.

- | | | |
|----------------------------------|----------------------|--------------------|
| 1. National Organizations..... | Annual Fee, \$5.00 — | Representatives: 2 |
| 2. Provincial Organizations..... | Annual Fee, \$5.00 — | Representatives: 2 |
| 3. Municipal Organizations..... | Annual Fee, \$3.00 — | Representatives: 1 |
| 4. Individual Members..... | Annual Fee, \$1.00 — | Representatives: 1 |
- In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other publications as may be published from time to time.

BOARD OF GOVERNORS — Eighteenth Year, April 1st, 1937 — March 31st, 1938.

Division I.—Maternal and Child Hygiene.....	Chairman—	Dr. H. E. Young, Victoria.
" II.—Child Care and Protection.....	Vice-Chairman—	Dr. J. Fenton Argue, Ottawa.
" III.—Family Welfare.....	Chairman—	Mr. Robt. S. Mills, Toronto.
" IV.—Community Organization.....	Vice-Chairman—	Mr. E. H. Biele, Halifax.
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